STAFF DEVELOPMENT BY SCHOOL MANAGEMENT TEAMS (SMTs) FOR IMPLEMENTATION OF OBE IN PRIMARY SCHOOLS

by

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ABSTRACT

During the 1990s, the newly-elected democratic government in South Africa sought to make redress for the past and strove to implement a single new education system. Outcomes-based education (OBE) was chosen to be the new model by which success would be guaranteed for all recipients. Clearly, this approach constitutes a radical break from the past and has required a great deal of educator training in order to facilitate the process.

The re-training of educators in the new OBE curriculum has been undertaken through the cascade model. Time constraints, insufficient funding and poor training of the Education Department's facilitators have hampered this process and have led to the unsatisfactory implementation of OBE in many South African schools.

This research focused on the experiences of primary school educators in implementing the new curriculum as well as on the type of training received. The role of the School Management Team in providing and supporting staff development in order to drive the successful implementation of OBE was also explored.

The literature study revealed that there is often a disparity between the intended results of policy implementation and what actually occurs. The implementation of OBE in other countries appears to have also been problematic and that many lessons could be learned from these experiences.

In order to gain a comprehensive understanding of the reality of OBE implementation, the research design chosen was qualitative, exploratory, descriptive and contextual, using the following research methods to gather the empirical data: a literature study and individual interviews with practising educators.
Four major categories emerged from the data analysis, namely:

- **The type of training received**
  The quality of Departmental training given to educators appears to have been poor due to inadequately qualified trainers. NGOs are often seen to have better capacity to train than the Department of Education.

- **Educators' perceptions of OBE**
  These were largely negative due to confusion and initial poor training, although there is a willingness to embrace the concept of OBE.

- **Problems experienced in implementing OBE**
  The curriculum document is confusing to many educators and has consequently hampered implementation. Constant change as the Education Department has tried to streamline the curriculum, as well as practical issues such as class size, paperwork and discipline, have caused educator stress. Resources have also had a financial implication in the successful implementation of OBE.

- **The role of the School Management Team in educator development**
  The introduction of OBE has meant that SMTs need to build the capacity of their schools for effective change. The importance of collaboration and the sharing of best practice cannot be underestimated in light of the poor training and lack of resources. However, the use of outside support needs to be weighed against the danger of increasing dependency on external programmes.
ABSTRAK

Gedurende die 1990's het die nuutverkose regering gepoog om die onregte van die verlede reg te stel deur 'n nuwe onderwysstelsel daar te stel. Uitkomsgebasseerde Onderwys (UGO) is gekies as die nuwe model wat hierdie onregte kon regstel. Hierdie benadering het 'n radikale verandering vanaf die ou bestel teweeggebring en dit het 'n groot hoeveelheid opleiding geverg om opvoeders op dreef te kry om die program te kon implimenter.

Die heropleiding van opvoeders in die nuwe Uitkomsgebasseerde kurrikulum is gedoen deur die kaskade model. Tydperking, onvoldoende befondsing en die swak opleiding van die departementele fasilitateurs het hierdie proses gekortwiek. Dit het geleid tot die onbevredigende implimentering van UGO in die meeste Suid-Afrikaanse skole.

Hierdie navorsing fokus op laerskoolopvoeders se ervarings met die implimentering van die nuwe kurrikulum, asook die type opleiding wat hulle ontvang het. Die rol wat die skoolbestuursraad daarin speel om die personeel by te staan en te ontwikkel is ook ondersoek.

Die literatuurstudie het getoon dat daar dikwels 'n verskil is tussen die voorgenome resultate van beleidsimplimentering en dit wat werkelik plaasvind. Die implimentering van UGO in ander lande was duidelik ook problematies en hierdie kon as 'n maatstaf gebruik word om probleme te voorkom.

Die gekose navorsingsmodel was kwalitatief, ondersoekend, beskrywend en kontekstuig van aard, sodat 'n algemene begrip van die realiteite van UGO se implimentering verkry kon word. Die volgende spesifieke navorsingsmetodes is gebruik om empiriese data in te saam: 'n literatuurstudie en individuele onderhoude met praktiserende opvoeders.

Vier hoof kategorieë is geidentifiseer, naamlik:
• Die tipe opleiding wat ontvang is.

Die kwaliteit van departementele opleiding blyk swak te wees weens die feit dat die instrukteurs onvoldoende voorbereiding ontvang het. Die NRO's is dikwels meer bekwaam om die opleiding te doen as die Departement van Onderwys.

• Opvoeders se persepsies van UGO

Persepsies was meestal negatief as gevolg van verwarring en swak aanvanklike opleiding. Nietemin was daar 'n gewilligheid om die konsep van UGO te aanvaar.

• Probleme wat ervaar is tydens die implimentering van UGO

Die kurrikulum dokument was verwarrend en was 'n groot struikelblok in die suksesvolle implimentering van UGO. Konstante veranderings het gevolg omdat die Departement van Onderwys probeer het om die kurrikulum makliker te maak. Praktiese kwessies soos klasgroottes, papierwerk en dissipline, het spanning onder opvoeders veroorsaak. Hulpbronvereistes was ook 'n finansiële implikasie vir die suksesvolle implimentering van UGO.

• Die rol van die skoolbestuurspan in opvoederontwikkeling

Die skoolbestuurspan se kapasiteit was nodig om effektiewe verandering te bewerkstellig. Die gevaar was om té afhanklik van eksterne ondersteuning te word. Dit moes in ag geneem word wanneer van buitehulp gebruik gemaak word. Die belangrikheid van samewerking en die gemeenskaplike gebruik van "beste praktyk" moet nie onderskat word nie.
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LIST OF ACRONYMS

AC- Assessment Criteria
GDE- Gauteng Department of Education
HOD- Head of Department
LSM- Learner Support Material
NGO- Non-Governmental Organisation
NUE- National Union of Educators
OBE- Outcomes-based Education
PI- Performance Indicator
RNCS- Revised National Curriculum Statements
SMT- School Management Team
SO- Specific Outcome

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CHAPTER ONE
INTRODUCTION, AIMS AND RESEARCH METHODOLOGY

1.1 INTRODUCTION

Having been an educator for twenty years, I have been in the position of having been exposed to two completely different curricula. Because I had become a Head of Department ten years ago, I have always been at the forefront of staff development and have come to realise its importance in the culture of the school. It has subsequently become my mission to dedicate my career to the assistance of the staff in our profession through the embracing of the concept of lifelong learning.

Since 1994, South Africa has undergone a radical shift in the vision for education in our nation as well as the structures and processes by means of which it will be achieved. The curriculum that has been adopted has been based on a model adopted from New Zealand and is an ambitious plan for our relatively new democracy. The curriculum is outcomes-based and has been dubbed “Curriculum 2005” (Department of Education, 1996:A31).

This research will investigate and critique the implementation of Curriculum 2005, as the implementation thereof has huge ramifications for its ultimate success and for the future of education in South Africa.

The curriculum under the former dispensation was based on a content-mastery approach. This type of design focuses on the individual who learns a syllabus, whilst developing thinking and reasoning skills. This is then examined to test the mastery of the content by the learner. However, according to Olivier (1998:21), this type of curriculum fails to relate to the world of work where people have to produce end results according to agreed job descriptions.
The restructuring of the education system towards an outcomes-based approach has been a major attempt to "build the country into becoming an international role-player...and reflects the notion that the best way to get where you want to be, is to first determine what you want to achieve" (Olivier, 1998:20).

In order to understand the curriculum, it is essential to be aware of the context of Outcomes-based Education (henceforth OBE) and the theoretical framework behind it. This will be discussed in detail in Chapter Two.

1.2 STATEMENT OF THE RESEARCH PROBLEM

During the previous decade, education in South Africa underwent a major crisis, characterised, among other things, by major inequalities in the education system, high dropout and failure rates of secondary school learners, relatively poorly-qualified educators and a major emphasis on examinations and rote learning methods. The newly-elected democratic government sought to redress the past and, in coining a new vision for empowering its citizens, strove to implement a new education system.

OBE was chosen to be the new model by which success would be guaranteed for all recipients. Learners would be empowered in a more learner-centred curriculum by developing critical, investigative, creative, problem-solving and communicative skills, and schools would become more accountable and responsible for its successful implementation.

This new approach constitutes a radical break from the past and has meant a great deal of educator training in order to facilitate the process.

The fact that the outcomes-based model has been problematically implemented in other countries such as New Zealand, Australia and the United States, with controversial results, has, to a certain extent, negatively affected
the public's perception of the model and may have been a factor in the unwieldy implementation of OBE in South African schools (Steyn & Wilkinson, 1998:203). The misunderstandings of the theoretical basis of the underlying philosophies have also contributed to poor implementation in that educators have "struggled with the new concepts... [as well as] the absence of critical reflection on the meaning and implications "of OBE (Wits EPU, 1996: webpage).

Bearing in mind that education is a provincial responsibility, the provinces have undertaken the training of educators as well as the development of Learner Support Material (henceforth LSM). For example, the Gauteng Department of Education (henceforth GDE) worked in conjunction with the Gauteng Institute for Curriculum Development in order to provide Learning Programmes to assist educators in their classroom practice (GDE, 1999a:2).

The training of educators has proved problematic in that not all of the provinces have had the capacity to take the process forward on their own, in addition to the vast difference in competencies of the various schools. Poor change management, insufficient funding for resources and poor training of the Education Department's facilitators appear to have hampered the process and have led to the unsatisfactory implementation of OBE in many South African schools (NUE, 2003a:16).

Schools have had to take the initiative and implement the policies, whilst ensuring that their learners are attaining the required outcomes successfully. In addition, School Management Teams (henceforth SMTs) have had to become more involved in the training and support of their staff and ensure that LSMs are available.
From the above circumstances, the following research questions were formulated:

- What has been the experience of primary school educators in implementing the new curriculum?
- What has been the experience of primary school educators in terms of staff development?
- How can the SMT provide and support staff development in order to drive the successful implementation of OBE?

1.3 RESEARCH AIMS

In redressing the inequalities of the past, the National Department of Education has attempted to implement a new curriculum in all schools. However, with the different levels of staff education and training, as well as the unequal resources available to all schools, the implementation of OBE appears to have been problematic.

This perception might be best illustrated in the following headlines taken from national newspapers:

- CURRICULUM 2005 FAR FROM BECOMING A REALITY (Naidoo, 2003:4)
- ARE WE MAKING ANY PROGRESS? (Potenza, 2003:7)

This lack of progress has been most apparent in primary schools which have had the longest time-frame in which to adopt the new curriculum. The time-frame for the implementation of Curriculum 2005 is as follows:

- 1998- Grade 1
- 1999- Grade 2
- 2000- Grade 3 and Grade 7
- 2001- Grade 4 and Grade 8
2002- Grade 5 and Grade 9
2003- Grade 6

(Department of Education, 1996:A31-A33)

It is thus apparent that Foundation Phase educators have had the most experience in implementing OBE. Curriculum 2005 has subsequently been revised "as a result of rushed planning and poor implementation" (NUE, 2003b:8), with the implementation of the Revised National Curriculum Statements (henceforth RNCS) taking place as follows:
2004- Grades R to 3
2005- Grades 4 to 6
2006- Grades 7 and 10
2007- Grades 8 and 11
2008- Grades 9 and 12

(NUE, 2003b:8)

With this in mind, the aim of this research is to:
• explore the experience of primary school educators in implementing OBE.
• describe the experience of primary school educators in terms of staff development.
• discuss the role the SMT can play in providing and supporting staff development for the successful implementation of OBE.

1.4 RESEARCH STRATEGY AND METHODOLOGY

The research design consists of a qualitative, explorative, descriptive and contextual approach (Mouton & Marais, 1991:43-44, 51).

The research methods used to gather the research data include a literature study and individual interviews. (Please note: Although the word data is a plural noun, in this mini-dissertation it has been used as a singular noun.)
1.4.1 Literature Study

In order to understand the curriculum which is presently being implemented in South African schools, a study of the principles of OBE has been undertaken with the specific aim of identifying the inherent implementation problems.

The reported experiences of educators from different countries in research articles and books were studied in order to determine whether the experiences of our South African educators differ in any way from those of their colleagues. This has enabled me to determine the nature of the problems and successes experienced world-wide. Some ideas on policy-implementation were explored in order to understand the ramifications of introducing new policies and changing the status quo. This necessitated the study of aspects of change management.

Finally, some aspects of educator development were reviewed to determine what has been successful in other countries in order to identify best practices.

1.4.2 Individual Interviews

A qualitative approach was used whereby a case study was undertaken in two primary schools in northern Johannesburg, one an ex-Model C school (historically white) and the other, a school in an under-privileged area. The schools are described further in Section 1.5 of this research.

The views of both educators and members of the SMTs from both schools were explored through in-depth interviews on an individual basis. Educators who have varying degrees of teaching experience participated in the interviews in order to ascertain their commonalities and differences in experiences of the new curriculum.
In this type of interview, similar questions were asked of each respondent (See Annexure A).

Guba’s model of trustworthiness was used to establish the validity and reliability of the research. Guba has identified four criteria for trustworthiness, namely **truth-value**, **applicability**, **consistency** and **neutrality** (Lincoln & Guba, 1985:192). Each of these criteria is discussed briefly in the ensuing paragraphs:

- **Truth value** is obtained from the life experiences as perceived by the informants. This is termed credibility, according to Lincoln and Guba (1985:194).

- **Applicability** is linked to the ability to generalise from the findings to a broader spectrum of the population. The applicability of qualitative data is assessed against the criterion transferability (Poggenpoel, 1998:349).

- **Consistency** is “the extent to which repeated administration of a measure will provide the same data” (Poggenpoel, 1998:350). The criterion for evaluating consistency is dependability.

- **Neutrality** refers to the freedom from bias in the research procedures and bias. The neutrality of the data is achieved by using strategies of confirmability. According to Krefting, confirmability is accomplished when truth-value and applicability are established (Poggenpoel, 1998:350).

These criteria will be discussed in more detail in Chapter Three.
1.4.3 Data Analysis

Data was collected from the interviews conducted at both schools. These interviews were audiotaped and transcribed, and the data analysed according to Tesch's method.

The first step was to read through every individual transcript in order to ascertain the broad view. The second step was to repeat the first step, but to underline and identify emerging themes. These were categorised and used to make inferences. The views of the educators of the two schools were compared and contrasted. A literature control was conducted in order to illuminate differences and similarities in the research.

1.5 DEMARCATION OF THE RESEARCH

The case study was undertaken in two schools in northern Johannesburg, one an ex-Model C school and the other, a combined school in an under-privileged area. This was to ensure a wide spread of differing experiences in terms of resources, training etc. Both these schools lie within the jurisdiction of the GDE.

The focus was on the educators' experiences of OBE and its implementation, the ease of which relates to the training and development which they have undergone.

The educators interviewed were from a wide variety of experiences, incorporating the spectrum from young educators to educators nearing retirement, as well as members of the SMT.

The two schools chosen can be classified as follows:

- School A- a former model C school, previously under the jurisdiction of the former Transvaal Education Department. The majority of learners
attending the school reside in an area perceived as socio-economically affluent.

- School B - a disadvantaged school in an informal settlement. The school relies largely on the community for its resources. The majority of learners attending the school reside in an area perceived as disadvantaged.

1.6 CHAPTER DIVISIONS

Chapter One introduces the topic and provides the background of this research. The problem to be researched and the method of research are introduced and primary concepts used in this mini-dissertation are clarified.

Chapter Two reviews the literature and policies which have an influence on the implementation of OBE, as well as strategies for staff development through change management.

Chapter Three describes the research design and data collection methods. The research method used was qualitative in its approach and data was collected through individual interviews at two different schools.

Chapter Four analyses and interprets the empirical data, based on transcripts obtained from the individual interviews conducted in the research process.

Chapter Five provides a summary of the findings of the literature review (Chapter Two) and the empirical findings (Chapter Four). Finally, Chapter Five deals with some recommendations and concluding remarks.

1.7 TERMINOLOGY

Certain terminology used in this mini-dissertation will now be defined.
1.7.1 Outcomes-based Education

Hereafter referred to as OBE, this is the model on which the South African curriculum has been based, incorporating the term Curriculum 2005.

The OBE approach calls for “learning through experience” or “experiential learning” (Kizito, 2000:26), while Kramer (1999:37) states that “OBE is based on the achievement of outcomes.”

McNeir (1993:1) states that OBE specifies the “outcomes” students should be able to demonstrate upon leaving the system. It focuses educational practice on ensuring that students master those outcomes, and it asserts that all students can succeed.

OBE, in the South African context, subscribes to all these ideals as will be discussed in Chapter Two.

1.7.2 School Management Team

Hereafter referred to as the SMT, this refers to those educators of the school who are responsible for the leadership and management of the professional activities of the school, in which they share responsibilities, empower all stakeholders, develop expertise and ensure effectiveness by creating a culture of learning (GDE, 1999b:2).

The National Department of Education suggests that the task of management is to create and support the culture needed to foster an attitude of effectiveness in educators, learners, parents, School Governing Bodies and other role players in all activities conducted in the school. It endorses this view by encouraging the SMT to extend its broader management action plans to support classroom management (Department of Education, 2000:9,42).
Sergiovanni and Starratt (1998:144) see this management process as those undertaking it having a "sense of the substance of the super-vision. In other words, they have to have some vision of an ideal educational moment or an ideal educational tapestry woven of many threads", and having a larger sense of the purposes of schooling within the context of the school's community.

1.7.3 Staff Development

Sergiovanni and Starratt (1998:12) discuss two types of staff development. The first one is based on the principles of scientific management in which the management identifies the best practice, develops a work system based on this research, communicates its expectations to the workers, trains the workers in the system and then monitors and evaluates the workers to ensure compliance. The second embraces the concept of human relations in which the management seeks to create a feeling of satisfaction among the educators and ensure that they feel useful and important to the school.

Staff development is a vital component of the SMT's portfolio, comprising the necessity of educating staff members in the curriculum, team-building, skills development, resource development and management and on-going support for individuals (GDE, 1999b:21,46). This would suggest a combination of the two principles discussed above, and is the one adopted in terms of this mini-dissertation.

1.8 CONCLUSION

Since 1994, education law and policy have aimed to redress the past imbalances and inequalities which were inherent in the Apartheid policy of the previous government and to redress them through the implementation of the OBE curriculum.
South Africa has embarked on a radical transformation of education and training. The adoption of the OBE approach underpins the introduction of the new curriculum. The most serious challenge facing education transformation is effective policy implementation, particularly at school level.

Olivier (1998:1-5) argues that OBE will become a powerful tool in determining the success of transforming our schools into effective learning environments. He says that "[h]ow we use it will determine whether we have progress or disaster in education...Used properly, carefully and intelligently, it can help us achieve much. Used ignorantly, naively and incorrectly, OBE could do a tremendous amount of damage."

A most significant issue in teaching and learning is that of high quality. We cannot afford to lower our standards. Given South Africa's history of inequity and poor resources, this becomes a critical factor in whether we achieve success or failure. We are under pressure to meet the standards set internationally. This means spending vast amounts of money on resources and educator training.

At the same time, we have to provide basic education to masses of learners who have been previously disadvantaged. This, too, will require huge expenditure in order to redress the past. Clearly, this is a dilemma which will require careful weighing and balancing of time, resources and training.
CHAPTER TWO
LITERATURE STUDY

2.1 INTRODUCTION

Educational transformation in South Africa has been, and will continue to be for some length of time, a formidable task. In response to the need to transform the entire education system, numerous education policies have emerged since 1994, dealing with a wide range of educational issues. Educators now face the challenge of understanding these policies and putting them into practice.

The introduction of OBE in our schools has been the subject of hot debate and much discussion, necessitating the streamlining and revision of the original curriculum. The introduction of change is always problematic and involves changes in many aspects of an organisation's functioning.

In this chapter, the basic principles and concepts which constitute OBE will be discussed in order to set the parameters in which educators' perceptions of OBE will be examined. Secondly, this chapter will look at the perceptions of educators who have experienced the introduction of the curriculum in other countries. Thirdly, some ideas on policy reform will be explored, leading on to the review of change management and the role of the SMT as a means of assisting in the implementation of the new curriculum.

2.2 OUTCOMES-BASED EDUCATION

OBE has the ultimate goal of preparing learners for life and intends to focus equally on knowledge, skills, attitudes and values, as well as the process of learning and the final outcome or result.

The outcomes-based approach necessitates a paradigm shift from the conventional educator-centred model to a more learner-centred approach. It
focuses on the mastery of skills and knowledge through a process linked to an intended outcome.

The main underlying philosophy of OBE is success (Spady, 1996:4) and there are three aspects to it:

- All learners can learn and succeed but not on the same day and in the same way.
- Success breeds success.
- Schools control the conditions that directly affect successful school learning.

The four principles on which OBE is founded are:

1. The clarity of focus on outcomes that are significant
   Learners are clear about what outcomes they have to achieve, and know the criteria by which they are to be assessed.

2. Design back
   This principle is based on “design down from where you want students to successfully end up” (Spady, 1996:15). Curriculum design begins from the predetermined outcomes of significance, from which you then work backwards.

3. High expectations
   In order to achieve high expectations, there has to be a high level of performance. The educator establishes clear “criterion-defined” standards of performance for students, which he expects all students to reach or exceed before judging work to be complete. Within this area, there are three aspects at work:

   - Only high quality performance is regarded as acceptable.
• Quotas and bell curve assumptions about learners are eliminated.
• Students' access to a high-level, challenging curriculum is expanded.

4. Expanded opportunity principle
This is a learner-centred and success-orientated principle. However, it is not about giving students all the time in the world to accomplish something, nor is it about giving the same test repeatedly until they come up with the right answers. There is, therefore, no "dumbing down". Rather, the educator should take cognisance of the fact that people learn at different rates and in different ways. Time should be used flexibly and a range of methods used to teach the same concept. Because people do not all learn well and permanently the first time, learners should be given many opportunities to learn and to demonstrate their learning. They also need to be given a clear indication of what is expected of them, and what is important to learn (Kramer, 1999:25-30).

There are three types of OBE according to Spady (1996:1) which are:
1. Traditional
2. Transitional
3. Transformational

According to Kramer (1999:31), "[A] feature of South African OBE policy is our commitment to achieving what is described as "Transformational" OBE. This term has been created by Spady and refers to what has come to be perceived as the most desirable and effective form of education. There is wide debate as to whether we can achieve this or whether Transformational OBE is in reality an unachievable educational 'holy grail', to be striven for even when the chances of achieving it are remote".
What this concept entails is the visible demonstration of the outcome, that is, a tangible measure of the learning that has taken place. Spady presents us with a model that describes three zones of demonstration— the Traditional, Transitional and Transformational. This idea can be seen in Figure 2.1.

In the **Traditional Zone**, educators use the conventional form of assessment to gather information about how well the learners have learned to cope with what has been taught in class. **Discrete content** skills are the most elementary demonstrations, such as the skills and knowledge that is to be learned. These may be totally unrelated to what happens outside the classroom. Spelling and Maths problems are good examples (Kramer, 1999:32).

The second demonstration in the Traditional Zone is **structured task performances**. These are structured because the educator decides what the class will do and manages the process step by step with all the learners maintaining the same pace (Kramer, 1999:32).

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**Fig. 2.1 Spady’s Demonstration Mountain**

(Adapted from Kramer, 1999:32)
In the Transitional Zone, the learners begin to develop more complex thinking skills, using the understanding of interrelationships using data, the solving of multi-faceted problems and making decisions. This level involves **higher order competencies**. The learners now begin to apply the skills and knowledge they have learned and to make decisions and take risks in order to complete certain tasks (Kramer, 1999:33).

**The complex unstructured tasks** are those in which the content and process are not prescribed to the learners but where they are involved in choosing the nature and extent of their projects. The learners need to integrate and synthesise a far more complex set of skills and knowledge which they must select from their previous experience of learning. An example of this would be where they have to draw up a menu for a theme dinner and create samples of the various courses (Kramer, 1999:33).

The final zone of the mountain is that of Transformational Demonstration. This is an extremely sophisticated form of learning in which learners have to demonstrate the competencies and knowledge needed for success in real life outside the classroom. Learners are involved in authentic contexts and create evidence of knowledge and values. They are called **complex role performances** because they simulate real life roles (Kramer, 1999:33).

The final test is to see whether the learners can use their learning to succeed in the real world. This is **life role functioning** and can only be shown by succeeding in life. The demonstration of achievement must, by definition, be shown outside the classroom which is virtually impossible to do in the current school situation. Schools, according to Spady, cannot really provide opportunities for this kind of demonstration but must have as their ultimate vision, the empowerment of their learners as complex role performers (Kramer, 1999:33-34).
2.2.1 Problems Experienced in the Implementation of OBE

If South Africa is to succeed in its plans to implement OBE, it is vital that the politicians and educators who are driving the changes, learn from the successes and curriculum innovations in other parts of the world. History has provided us with many cases of failure as well as a few successes, and these provide valuable pointers about what works and what does not in implementing curriculum change.

In 1996, South Africa announced sweeping curriculum reforms to be implemented throughout the education sector from pre-primary to adult education. The model for change was based on a transformational approach to OBE, very similar to that taken by the Australian and New Zealand governments (Killen, 1999:2; Sanders, 1999:1).

The concept was that teaching would be more learner-focused, based on work which was relevant to the life-experience of the learners. The curriculum would also focus strongly on the development of relevant skills. It was envisaged that the structure would be democratic with all stakeholders having a say. In fact, much of what South African educators had hoped for, for years, seemed about to come true. However, the optimism was tempered by caution in education circles as many educators were experienced in the field of curriculum development and knew from research and theory that education innovation is not always easily able to make such sweeping changes successfully.

The history of curriculum change world-wide provides vital information for curriculum innovators by providing examples of efforts that have, and have not, worked for others. The careful analysis of the reasons for such successes and failures is an essential first step in any curriculum innovation initiative.
Many South African educationists have been concerned that this step had been omitted in the haste to make significant educational change before the 1999 election in the country and that this omission has threatened to jeopardise the chances of successful change (Sanders, 1999:1).

Sanders (1999:2) states that, "as the National Department of Education and the politicians continued to turn aside genuine questions and trivialise concerns raised, many educators felt despair at the possible waste of the 'chance of a lifetime' to implement meaningful classroom changes using OBE."

Research was undertaken in New Zealand where the almost identical changes had been implemented. In discussing the implementation of OBE with New Zealand educators, a number of problem areas were identified and these problem areas can give us a great number of insights. Sanders (1999:2) states that these are issues which need to be addressed if South Africa is to avoid the pitfalls and ensure the smooth implementation of the new curriculum. The problems were identified under the following headings:

- Philosophical
- Unfavourable attitude which developed about the changes expected
- Problems with the document itself
- Problems experienced with the process of change
- Problems identified during the implementation of the new curriculum

2.2.1.1 Philosophical

In New Zealand there was some opposition to the constructivist basis of the new curriculum, based on the misunderstandings largely promulgated by the widely-published, inaccurate and misguided comments of some international educationists. This suggests the importance of properly educating stakeholders about curriculum proposals so that resistance based on misconceptions can be avoided (Sanders, 1999:3).
2.2.1.2 Unfavourable attitudes which developed about the changes expected

Sanders found that many educators had an unfavourable attitude about the change process - some from the experience in their schools and others through media coverage. The required changes had been too different, thus arousing resistance. Current approaches were working well so that the educators saw no reason to change. The changes placed many educators in a position where they felt insecure, and many educators were angered and distressed as a result of the pace and extent of the required changes (Sanders, 1999:3).

2.2.1.3 Problems with the document itself

The curriculum document did not make itself sufficiently clear what educators should do because there was inadequate guidance. Some educators were unable to interpret and use this effectively. The spirally hierarchical nature of the document posed problems about how much content to cover at each grade level and restricted educator-learner choices. Several of the educators interviewed felt that the document fragmented knowledge. A concern voiced by several of the educators was that the contextual approach meant that no coherent overall conceptual understanding could be developed (Sanders, 1999:3).

2.2.1.4 Problems experienced with the process of change

The speed of change was too fast to allow educators to cope, especially primary educators who had to implement change in all subjects. Many educators were resentful because they felt their feedback to the draft document had been ignored by the writing team. As the practical realities of the assessment process arose, the continual changes that had to be made as schools struggled to find a system which was actually feasible, caused
immense stress for educators who were inadequately prepared for change, even those who supported it (Sanders, 1999:3-4).

2.2.1.5 Problems identified in the implementation of the new curriculum

Many educators felt threatened when recommended changes extended them beyond their comfort zones. Whilst none of the educators interviewed felt this way, they knew of others for whom this was the case. Almost all the educators believed that only experienced and competent educators at well-managed schools were able to implement the curriculum in the way it was intended (Sanders, 1999:5).

The hierarchical nature of the document left educators unsure of how much to cover and what to leave out when subjects were re-visited in different grades. Because the content level had dropped, learners were conceptually ill-equipped to cope in higher grades. Many primary school educators found it difficult to cope with the content to be taught and struggled with the work. Open-ended investigations were often not followed up so a coherent conceptual understanding seldom developed. Children were actively engaged in the process but did not always understand the content. The multi-level teaching envisaged that would allow learners to learn at their own level and pace was impossible in the reality of the classroom. Secondary educators were too inexperienced in the teaching methods required, there was too little teaching time and the classes were too large to allow this to happen (Sanders, 1999:5-6).

The workload necessary to meet the demands required by the assessment procedure was completely unrealistic at both primary and secondary level. An excessive paper load created storage problems. Aside from the problems of recording the data, the assessment process proved problematic to implement- it was too vast, too subjective and took up too much teaching time (Sanders, 1999:6).
The administering of this assessment caused educators extreme stress in that it took time to administer it, it caused a paper overload, and the logistical problems in implementing it made it completely unfeasible as with the case of the curriculum. Only skilled educators were able to implement the assessment, as the training given to educators on how to actually assess was inadequate (Sanders, 1999:6).

If this has been the experience of New Zealand educators, the implications within the South African context are enormous, as South African class sizes “are 50% bigger than those in New Zealand, and the New Zealand teachers were unable to cope” (Sanders, 1999:14). The learner-educator ratio in South Africa is high. In primary schools, it is 40:1, and in secondary schools, it is 35:1, making the option completely unrealistic and open to abuse.

It is very important to note that, in New Zealand, it was in areas where highly competent educators had for years been involved in action research in the schools, and where on-going and extensive professional development was offered, that the curriculum was successfully implemented. It was also noted that the context of the change was crucial to success or failure. There had to be a good reason for change, not just politicians' hidden agendas. The educators had to see the positive benefits of the change — they had to have the right mind-set for change and those people needed to be used to convince others (Sanders, 1999:6,13).

In addition, financial implications should not be under-estimated. Inadequate financing hampers the process and money spent is thus wasted. New Zealand had to allocate a further 10.8 million dollars to retrain educators for the system that was to replace their former envisaged outcomes-based system. Not only would money be needed for retraining but also for support material to provide the extra staff needed, to support the English second language students and those who were struggling to do the extra
administration work generated, and to reduce class sizes to a size that would allow for the plan to stand a chance of success (Sanders, 1999:13-14).

Sanders (1999:14-16) makes several recommendations:

- South Africans need to learn from the mistakes and successes of other countries and not waste time in re-inventing the wheel.
- In Scotland, OBE is probably working the best because they are more highly-funded and better resourced.
- Experts should visit and send people to talk to the current leaders and classroom practitioners, not those in the government who are unaware of the reality of teaching in a South African classroom.
- Provision for suitable professional development and school support is crucial to success. Many educators in South Africa are inadequately trained, and thus the training of educators to cope with the change process is absolutely essential. Professional development should not only deal with the content and the methodology of OBE, but also needs to be based on what the research shows are effective methods for teaching and for the change process. Courses need to be extensive in their duration and must be on-going. Short courses were seen as highly ineffective as the training was not implemented, whereas courses of a longer duration would give educators more time to reflect, to discuss and to receive support.
- The curriculum document itself should provide sufficient documentation, not only for good educators, but for those who might struggle. Support material should be ready from the start, otherwise success could be jeopardised.
- Confusing new terminology should be avoided. The problem has already arisen in South Africa with the new curriculum and this needs to be addressed.

In a service delivery paper, the Chief Executive Officer of the GDE makes the observation that “Too many efforts appear to be dedicated to defining terms
such as quality, quality learning, management relevance, governance etc. Workshops with the different groups reveal that widespread use does not necessarily ensure common understanding and agreement. When taken for granted, educational jargon may unnecessarily deepen the communication barrier with parents and educators and with society at large. It would be more productive to engage in a consultation and participatory process on what concrete South Africans understand to be a good school or an effective school" (PeTje, 1999:14).

2.2.2 Successes Experienced in the Implementation of OBE

Sanders (1999:3) found that, in New Zealand, there was a great deal of support for the Science curriculum document, particularly because it appeared to provide a coherent holistic framework for Science from primary to secondary level and gave direction about the content to be taught at the primary level, appearing to broaden the horizons of many educators, focusing their attention on elements essential for improving learning, (goals, methods and assessment) and helping them to implement effective teaching practices.

The new curriculum focused on situations familiar to the learners in their everyday lives and was hence more relevant. It motivated learners in the learning process by starting with what they knew and built on that. It allowed them to focus on and investigate the things they were interested in knowing about and it focused the educator's attention on individual learners, particularly those who were under-achievers. Another aspect which the educators approved of was that financial assistance was given to schools to employ educator aides to help in classes where many children were English second language learners (Sanders, 1999:3).
2.3 POLICY REFORM

The term policy is used to describe a "plan of action" in which the implicit and explicit course of action to be followed is specified and directed towards an intended set of goals.

According to Squelch (Annexure B), its purpose is to

- introduce change
- regulate or control activities
- solve problems
- implement new ideas

The introduction of OBE as the new curriculum of South African schools embraces all these purposes but it is crucial to evaluate whether or not they are actually being achieved.

Taylor, Rizvi, Lingard and Henry (1997:39) say that policy analysis is "concerned with exploring the impact of a particular policy when it is implemented, and so we also need to ask a final question: "What are the consequences?" Since policy research aims to unravel the complexities of the policy process, a qualitative approach is the better one to adopt.

In qualitative research, access to key figures is imperative. Taylor et al (1997:42) discuss policy implementation by focusing on the key players in this process, looking at the refractions in various levels of implementation. In discussing implementation studies, they suggest the need to interpret and to engage in policy texts, as well as the translation of these texts into practice. These texts tend to use participant observation methods together with interviews.

Taylor et al (1997:50) argue that different interests can give very different emphases to various aspects of the policy. Furthermore, when we are
looking at a National Policy within a federal political structure such as we have in South Africa, there is a very real potential for distortions and gaps in policy implementation. This is sometimes referred to as "policy refraction". This means that there will be no single interpretation of a policy document, the consequence of which is that predicting the effects of policy is never easy. Contexts, as well as affecting policy production, also often distort policy goals in various ways and so have a very real impact on policy implementation.

Taylor et al (1997:51) continue by adding that a policy may have all sorts of less tangible impacts or effects on school practice in both the short and long term.

The political and social context in which South Africa finds itself in the post-apartheid era will no doubt affect the implementation of the OBE curriculum. Not only are there differences in the actual resources and physical contexts of the various schools, but the educators and the practices within each school are vastly different. This must surely have an impact on the implementation of the policy.

De Clerq (1997:127) states that, since the release of Mandela in February 1990, restructuring policies have been on the agenda of South African policy developers. In her paper, she attempts to evaluate how policy documents dealing with proposals for education restructuring create appropriate conditions for the shift or reconstruction of social and power relations in education. She makes the observation that the National and Provincial Education Departments appear to be spending a great deal of their time putting out fires and issuing directives in response to crisis management. Consequently, the restructuring policy frameworks are unlikely to fulfill their promised intentions of bringing about greater development, equity, participation and redress. Because of the way they understand and address the problem and the policy process, these policies are in danger of creating
conditions that will assist the privileged education sector to consolidate its advantages while making it difficult for the disadvantaged to address their problematic educational realities.

De Clerq (1997:127) further argues that policy formulation is the responsibility of the politicians, the implementation of which is the responsibility of their representative institutions. The assumption of this perspective is that translation of policy into action is an unproblematic and smooth process which requires strong controls to ensure that the bureaucracy executes faithfully the directives of their political bosses.

Mc Laughlin (1987:171-178) probes the problems facing the implementation process in order to explain the inevitable gap that develops between intended and actual policies. For him, implementation is not about automatic transmission but is a process of bargaining and negotiation between the various local and national actors. According to him, the implementing bureaucrats will always put their own interpretation and meaning to the intended policies and, in the process, will use their power or discretion to transform the original goals of the policy-makers. Consequently, effective policy-making should reckon with, and anticipate, implementation problems in order to strategise accordingly. This approach to policy has been criticised for its top-down assumptions of policy implementation.

Policy-makers need to be able to have decisive control over all the organisational, social and political processes that affect implementation. However, very often they are never sufficiently close to the dynamics on the ground to produce anything but "vague, ambiguous recommendations" which are in conflict with one another (De Clerq, 1997:129-130).

This would indicate that backward mapping should start with the lowest level of the implementation process in order to generate a policy and establish a policy target at that level. This could then be translated to the South African
context in which policy has been implemented from National and Provincial level, with the educators on the ground being able to implement a curriculum that is extremely sophisticated, often ambiguous and completely outside the realms of the understanding of many of the educators. The policy-makers have underestimated the problems which this implementation process have unearthed, and it is no wonder that the OBE curriculum, as it was originally formulated, is in the process of being restructured in order to address the problems that its hasty implementation has caused (De Clerq, 1997:130).

The implementation of post-apartheid education policy was mainly concerned with the development of an open, democratic and equitable policy framework to restructure the education system in order to redress the socio-political demands of the previously disadvantaged majority. The resulting legislation borrowed heavily from the international literature and experience, although it claimed that it adapted these ideas to South African concerns of redress and equity. De Clerq (1997:132) states that the intention of an integrated system of lifelong education and training was borrowed from more advanced industrial countries such as Australia and New Zealand, without any serious attempt to learn from the instructive experiences of societies in transition with similar socio-political democratic agendas and aspirations. Policy researchers justify this import on the grounds that these models were developed as an answer to global trends and problems which South Africa, when entering the global market, now has to address. However, the problem with this approach is that they have lifted these foreign policy ideas and models out of their context, and did not point to the local problems and circumstances that these policies were meant to address with the kind of successes and failures they produced on their home ground.

The government's initiatives have been problematic in many ways. Firstly, structural changes on their own are not known to have much impact on the ground because they do not directly question and engage with the existing educational, teaching and learning problems and practices. Secondly, these
top-down initiatives, which are not fundamentally different in form from the practices and policies of the old regime, often do not get the support of the street-level bureaucrats and educators who are the key implementing agents (De Clerq 1997:132).

Thirdly, these policy reforms do not assist in mobilising and building the capacity of educators and disadvantaged communities to challenge and redress the power relations in their favour (De Clerq, 1997:136). This means that, in order to be effective, the government will have to be more rooted in the realities on the ground and strategise more effectively how to change them, using some form of backward mapping implementation approach. This would involve concentrating on development of staff which would be a more bottom-up approach to policy implementation.

The outcomes-based approach to curriculum has the desired goal of broadening access and participation as well as improving quality learning and its relevance to the world of work, thus producing the high-quality, high-skilled, educational output that our country needs in order to assist its economic growth and social equality within the world market. The new curriculum also intends to integrate in a more holistic manner content, skills and outcomes.

However, De Clerq (1997:139) points out that although this approach has the potential to restructure and realign a poor and ineffective system, it is important to note that the way it has been conceptualised and introduced may jeopardise its ability to address and redress the real problems and causes of the existing poor system. At most, it could assist the already privileged educational institutions to use this outcomes-based approach to enhance and improve their teaching and learning.

The major question is, can educators of different backgrounds, educational philosophies and approaches, as well as differing educational experiences,
agree on how to interpret, assess and monitor the achievements and performances of the outcomes in a similar manner?

Secondly, the outcomes approach has tended to ignore the fact that curriculum reform needs to focus on the educator, and the educator within the learning process.

In South Africa, one of the major causes of poor quality in teaching and learning is the pedagogical approach of the educational and training institutions, and more specifically their curricula content and process. This, in itself, is not the problem, but the fact that a better pedagogical curriculum approach does not automatically follow if educators are required to adopt an outcomes-based approach. The major mistake has been the lack of recognition given to the crucial role of educators in curriculum development. Without the involvement, support and commitment of the street-level bureaucrats and the educators, this outcomes-based curriculum reform has become a top-down controlling exercise which is likely to stifle the development of the educators' professionalism and to reproduce the status quo with new labels and changed reforms (De Clerq, 1997:140).

The need to involve and win over grass roots educators is not seen as a crucial element of this phase of the policy development process. Yet curriculum research throughout the world has shown the vital importance of building the professional capacity of educators and involving them centrally as key agents in the design and implementation of new curricula approaches. If this lack of involvement has undermined the education projects of the traditional curriculum-driven approach, the same problem will befall the new approach to the outcomes-based curriculum.

Educators with poor teaching and/or professional backgrounds, limited resources and working in difficult environments will find it near-impossible to improve their professional performance through this particular form of OBE.
However, the more professional educators, who have been innovative enough to improve the quality and skills of their learners, will here find an opportunity to enhance and monitor more closely their own performance.

Thus, it could be argued that the top-down manner in which OBE has been introduced is likely to favour the already privileged institutions and create dangerous political and bureaucratic control systems that will delay the building of a high-quality, high-skilled system on a large scale.

According to McNeir (1993:5), OBE requires change in every aspect of an existing educational programme. Before implementing an OBE system, educators must weigh up objections as well as commendations of OBE and determine in advance how to address the challenges. Failure to obtain community support and a degree of consensus can side-track an OBE programme. Additional suggestions from OBE practitioners include setting manageable goals, adopting transitional measures and allowing enough time for real change to occur.

Killen (1999:2) discusses the fact that the South African Government has taken a transformational approach to OBE with a clear emphasis on the critical outcomes that “will ensure the learners gain the skills, knowledge and values that will allow them to contribute to their own success as well as to the success of their family, community and the nation as a whole” (Department of Education, 1997:10).

This is similar to the approach taken in Australia when the government developed a set of eight key competencies that were intended to promote the skills necessary to enhance Australia’s overall education and economic competitiveness.

Killen also states that not all educators are in favour of OBE, often because they disagree with the outcomes that have been proposed. He says that the
current interest in OBE in places such as the United States of America, Australia and New Zealand, is, to a very large extent, the result of community pressure for accountability in education. It rests on the simple notion that if education is achieving pre-determined outcomes, all is well with education and, some would suggest, all will be well with the economy and with the future of our society. The fact that the appropriateness of these outcomes could be questioned is often overlooked, as are the practicalities of achieving them. Consequently, OBE is often more attractive to politicians and administrators than it is to educators who are faced with the day-to-day implementation of an OBE programme (Killen, 1999:4).

Killen postulates that one of the attractions of OBE is that it can provide administrators with some level of control over the outcomes of education while, at the same time, providing educators with a large degree of freedom in which they can select the content and method that they will use to help their students achieve the outcomes (Killen, 1999:4).

2.4 CHANGE MANAGEMENT AND STAFF DEVELOPMENT

The issue of change is a powerful force in the motivation of educators.

Sergiovanni and Starrett (1998:176) suggest that change takes place at two levels- the way things look which is the structural level and the way things actually work which is the normative level. Changes at the structural level result in altered arrangements. It may appear that things are done differently but the results are not always permanently effective.

This is often the case, for example, where the lesson plans of educators may match the requirements and changes according to the new OBE curriculum, but show little improvement in the fit between what is supposed to be taught and what is actually taught.

CHAPTER TWO: LITERATURE STUDY
At the normative level, change results in altered beliefs. Normative changes alter how educators look at things, what they believe, what they want, what they know and how they do things. Structural level changes result in altered arrangements when under surveillance, whereas, at a normative level, change comes from within and is more likely to affect the outcome. Thus, in initiating development, the SMT must, therefore, concentrate on a normative level of change because this is going to result in sustained transformation.

Sergiovanni and Starratt (1998:36) state that change does not come about easily and is difficult to mandate from the top down or from the outside. Mandated change requires more checking and monitoring to sustain than it is possible to provide...[F]or change to have meaning and effect it must change not only the way things look but also the way things work”.

According to Smylie and Conyers, professional development organised by means of the approach in which educators' knowledge, skills and experiences are broadened through competency-based approaches will shift educators away from dependency on external sources for the solution to their problems and enable them to move towards professional growth and self-reliance in instructional decision-making. This concept has emerged as crucial in educator education as prospective educators become increasingly diverse in background, age and experience (Eric Digest, 1995:2).

Fullan says that “Creating and sharing knowledge is central to effective leadership” (Sparks, 2003:3). People in schools should not take short-cuts in their search for clarity in solutions. They need to engage in all kinds of ideas to improve what they are doing but not to adopt external programmes that foster dependency. Schools must constantly sift and integrate the best ideas from the field and avoid the adoption of external programmes. Leaders who are effective operate from powerful conceptions, not from a set of techniques. The key then is to build up leaders' conceptions of what it means to be a leader. Five conceptions are identified:
- Moral purpose
- Relationship-building
- Knowledge generation
- Understanding the change process and
- Coherence-building

These conceptions can be fostered but it must be through a socialisation process that develops leaders as reflective practitioners. If leaders are taught techniques without conceptions, the techniques will fail. When conceptions and techniques go hand-in-hand, breakthroughs are created.

When we think about change, we have to get ownership participation and a sense of meaning on the part of the vast majority of educators. Ownership cannot be obtained through technical means – one has to get it through interaction, through developing people, through attention to what students are learning. Reculturing is the main work of leadership and it requires an underlying conceptualisation of the key elements that feed it (Sparks, 2003:3).

One of the conceptualisations that has mentioned earlier is moral purpose. Sustainability is based on changes in the social and moral environment. Moral purpose is more than passionate educators trying to make a difference in their classrooms – it is also the context of a school and district in which they work. This means that principals have to be almost as concerned about the success of the other schools in the district as they are about their own schools.

Any in-service training that SMTs undertake will be more effectively implemented if it is shared with surrounding schools, so that an idea of best practice is formed through socialisation and through a culture of sharing.
Sanders (1999:15) states in her research that, in transformation, it is necessary to create a climate for change. This would be essential for allowing educators to take risks and to try new things. The climate should be flexible and adaptable so that educators could try new ways if the methods advocated failed.

Sergiovanni and Starratt (1998:179-180) support this view by describing a healthy climate as one in which there is, among other issues,

- Goal focus
- Communication adequacy
- Innovativeness
- Adaptation
- Problem-solving adequacy

DuFour and Burnette (2002:1) discuss the development of healthy school cultures which has a great bearing on the role of the management team and staff development.

In order to improve staff development, schools can create small victories by planning for short-term wins. They establish a goal of particular interest to the school, take the necessary steps to accomplish that goal and ensure that everybody understands its achievement and knows about it. As a result, wary staff members look more favourably on the initiative and momentum begins to build.

DuFour and Burnette (2002:2) advocate the cultivation of effective teams - schools plant the seeds of a collaborative culture when they develop the capacity of educators to work together in teams. Each educator should be assigned to a team that focuses on student learning. The team structure is less important than having all educators on the team with student learning as the focus.
Time must be provided for collaboration. Educators should develop operation protocols in order to become accustomed to working together. Educators begin to function as a team when members of the group can begin to work independently to achieve a common goal. This is very outcomes-based. When principals insist that each team identifies a SMART goal (strategic and specific, measurable, attainable, results-oriented, time bound), they increase the likelihood that individual educators will begin to function as a team (DuFour & Burnette, 2002:2).

Principals should also create systems to provide each team member with relevant information regarding the extent to which the team is making progress towards its goals as this promotes a focus on results. There is much wisdom in the management adage, "What gets monitored, gets done". Principals must do more than provide educators with time to meet in their teams and hope that the teams use their time effectively. They must monitor the work of the teams by insisting they produce specific documents that demonstrate the collective efforts of the team. Principals must then provide feedback, encourage, direct and publicly celebrate the collective efforts of the team (DuFour & Burnette, 2002:4).

In discussing the system of transformation of public education, Senge argues that "really profound change can’t be imposed; it has to be nurtured. No top-down solution can be imposed uniformly and simultaneously across a large number of schools. We must unleash the forces of innovation and the passion of individuals and top-down solutions won’t do that." So a high place of leverage in schools is engaging teachers, principals and parents in creating something new. It means you have to allow lots and lots of innovation of different sorts" (Sparks, 2001:2).

Senge states that the informal structure is often where the leverage for basic change exists; it is very hard to legislate basic change because this requires new ways of thinking and interacting. Such change must be grown from:
within. As it grows it can enable changes in formal structures that would not otherwise have been possible (Sparks, 2001:2).

2.5 THE ROLE OF THE SCHOOL MANAGEMENT TEAM

The role of the SMT throughout the world does not seem to differ. For example, in the USA, the role of the SMT has, as its key functions, planning governance, school-based budgeting, personnel, academic programme, training and professional development, integration and alignment of resources and function, the school environment, the student and family involvement. This is very much in line with the South African trend and the function of the SMT (New Jersey Department of Education, 2001:2).

It involves the development of inspiring vision, transforming all the people into a cohesive team, infusing them with enthusiasm and creating a climate in which all employees will want to identify spontaneously with the school.

Constant, uninterrupted, enthusiastic communication is necessary to make this possible, while shared values should serve as a foundation on which constructive relationships and mutual trust develop and thrive.

Curriculum change and innovation are necessary for effective and sustained curriculum delivery.

Squires (1999:158) discusses the role that the district and school social structure play in curriculum change. Changing the school social structure is prerequisite to, and connected to, curriculum change. To sustain and support curriculum innovation, "reformers should provide clarity, assistance and structure in developing the necessary organisational social routine both in the classroom and the school" and warns that "when school and district values conflict, the necessary support [i]s not available at the school or district level to confront the problem. In building social structures to support
the reform, the problems of classroom implementation are nested in school implementation, school implementation is nested in district support and district support is nested within a context set by the State”.

In developing curriculum structures, Ribisch (1999:116) illustrates how the Vienna School Based Teacher Development Project (SBP) provided opportunities for real change in educator behaviour by “following a model which involves regular rather than occasional meetings which they, rather than any external body, jointly decide on the content. In this way, in-service training is seen as an on-going process in which educators come to know each other, develop a greater sense of collaboration, share common problems and assume greater responsibility for their own professional development”.

This approach supports the view of increased educator involvement in designing and planning the curriculum and locates effective curriculum delivery at the site of curriculum implementation. It challenges the need for educators to understand their context of curriculum delivery. The question arises of how to broaden the educators' understanding of this context.

A number of studies have indicated that effective leadership can make a difference in organisational performance. Successful organisational leadership relies on a combination of skills, attitudes and environmental and organisational conditions.

The challenges facing South African leaders are enormous. They need to run their organisations as effectively and efficiently as possible, while, at the same time, changing their organisations. This implies developing vision and having a proper understanding of the internal and external forces which are likely to create serious threats or offer new opportunities. Change also implies mobilising the entire organisation to bring about change, new competencies and resources for the future. The real challenge is to combine
strong leadership and strong management and use the one to balance the other. While management is about coping with complexity, leadership is about coping with change. Major changes are increasingly necessary to survive and compete effectively in this new environment (Carrell, Elbert, Hatfield, Grobler, Marx & van der Schyf, 1999:608-610).

2.6 CONCLUSION

Having described the principles of OBE in detail, it emerges that this curriculum approach is fairly complex and sophisticated.

It has achieved some success in other countries but there are many practical problems which have been experienced by practising educators. When introducing change, a number of issues have to be considered;

- The nature of the policy implementation model, such as the top-down approach
- Effective change management - a climate of change needs to be inculcated in the staff
- The establishment of a culture of collaboration between colleagues
- Practical classroom issues such as educators' workload, developing an understanding of the actual curriculum and the demands made by officials
- The role that the SMT can play in motivating its staff and supporting them in the coming change

According to Sanders (1999:13), before implementing a new curriculum, what South Africans should have done was to really look at effective educator practice on the ground and the problems that existed in the countries which were serving as models. We could have learned from their efforts in order to successfully implement OBE here without wasting time and money and alienating educators who should be the Government's allies in the change process.
This mini-dissertation is investigating the experiences of educators and OBE in primary schools so it follows that an implementation study should be the focus of this research. The following chapter deals with the nature of the research and the methods undertaken in order to gather data about the topic. Ten interviews were undertaken with educators who are actually in the system and who have experienced the process, and are described in the ensuing chapters.
CHAPTER THREE
RESEARCH DESIGN AND METHODOLOGY

3.1 INTRODUCTION

The aim of this research, namely, to explore the experiences of OBE implementation and the consequences for staff development, was set out in Chapter One. In Chapter Two, the literature survey concluded with a theoretical framework for the empirical study.

This chapter focuses on the research design for this particular study. The design research, methods of data collection and data processing techniques are described. Issues of validity and reliability, as well as the credibility and ethical considerations of the research enquiry, will also be addressed.

3.2 RESEARCH DESIGN

Thyer (1993:94) defines a research design as being "a blueprint or detailed plan for higher research studies to be conducted".

De Vos and Fouché (1998:76) also quote Huysamen (1993:10) whose definition of a research design is a "plan or blue-print according to which data are collected to investigate the research hypothesis or question in the most economical manner."

Mouton (1996:107) defines research design as being a set of guidelines and instructions to be followed in addressing the research problem which includes the owner of the research, the selection and design of a particular method, the participants and considerations of reliability and validity.
Preliminary reading and the results of the literature study have indicated that, despite the successes and the potential advantages of the outcomes-based curriculum approach, there is often a disparity in what the perceived aims should be and the actual experience of the educators who are implementing it. In order to gain a comprehensive understanding of this phenomenon, the research design is qualitative, explorative and contextual.

According to Schurink (1998a:243), the qualitative research paradigm in its broader sense, refers to research that elicits participants' accounts of meaning, experience or perceptions. It also produces descriptive data in the participants' own written or spoken words but that involves identifying their beliefs and values that underlie the phenomena.

The main aim of the qualitative approach is to understand social life and the meaning that people attach to everyday lives. Qualitative research thus aims to understand these phenomena within a particular context.

According to Mouton and Marais (1991:43-44,51), qualitative research is an in-depth analysis of a phenomenon in which the researcher collects and interprets the data and reports the findings in a descriptive manner. It aims to gain insight and new knowledge through the exploration of the experiences of others.

Qualitative analysis thus focuses on the understanding rather than the explanation. It is contextual because this study aims at understanding the participants' perceptions or experiences of the implementation of the outcomes-based curriculum and the development of their skills in successful implementation.

This research is also phenomenological because it aims to understand and interpret the meaning that the subjects have given to their everyday lives. In order to accomplish this, the researcher needs to "place [her]self in the shoes
of the subject”. This is mainly done by means of analysing the conversations and interactions that researchers have with subjects. Researchers using this strategy of interpretative enquiry mainly use the method of observation and interviewing to collect data which is then collected and analysed (De Vos & Fouche, 1998:80).

In this study the phenomenon is the experience of the implementation of OBE in the context of primary schools within the Gauteng province. The experiences of the educators and the implications for staff development will be studied and described. The aim is to gain insight into the way in which the curriculum has been implemented, and to see how successful the process has been and whether it requires improvement.

### 3.3 RESEARCH METHODOLOGY

Schurink (1998a:242) summarises qualitative research methodology as the use of an inductive form of reasoning to develop concepts insights and understanding from patterns in the data. Meaning is derived from the subject's perspective of everyday life as the researcher becomes immersed in the data and makes observations through the richness of the subject's setting. Concepts are formed and categorised into themes, motives and categories. Data is then presented in the form of words, quotes from documents and transcripts. The research design is flexible and unique and involved throughout the research process. There are no fixed steps that are followed and cannot be replicated.

Schurink (1998b:253) postulates that the quality of research requires that the data collected be rich in its description of people and places. For these reasons, the qualitative researcher will use purposeful sampling methods by identifying access points and selecting especially informative subjects.
To gather the research data, the following research methods were employed: a literature study, which was undertaken in Chapter Two, and individual interviews.

3.3.1 Literature Review

Strydom (1998:179) says that "the prospective researcher can only hope to undertake meaningful research if [s]he is fully up to date with existing knowledge of h[er] prospective subject". The purpose of a literature study is to orientate the researcher towards the question in hand.

De Vos (1998:390) says that a literature review usually consists of an examination of selected empirical research, reported practice and identified innovations relevant to the particular concern under study. The literature review also assists the researcher to formulate the problem statement and design questions.

There is a wealth of information on OBE and, to some extent, information on the successes and failures and educators' experiences in other countries, particularly New Zealand.

The literature review presented in Chapter Two formed the basis for the construction of the questions used in the interview guide. Refer to Paragraph 3.3.3.

3.3.2 Site Analysis

As explained in Chapter One, there were two schools in which the study was undertaken. They were both schools in District 10 of the GDE, both in the Northern Suburbs of Johannesburg and both State-funded.
The two schools chosen for this study were classified in Chapter One (Refer p8-9) but will be described briefly below:

School A - a former Model C school (historically white). School A is located in a community perceived as being fairly affluent, with most of the learners attending the school residing in the surrounding areas.

School B - a disadvantaged school in an informal settlement. This school was started in 2001 in an abjectly poverty-stricken area. The majority of the parents are unemployed and those who are working are in the lowest income bracket. The school has had very little funding and has had major financial and resource crises. In order to help it survive, the principal has been forced to seek assistance from sources outside government.

3.3.3 Individual Interviews

Individual interviews were conducted independently at each of the above-mentioned schools. They were semi-structured in that in-depth probing could take place, a method which provides insights seldom elicited by the quantitative approach. Interviews that are semi-structured ensure that answers to specific questions will not be forgotten (as may happen with unstructured interviews), yet they allow the flexibility to probe the unexpected. The interviews were audio-taped and transcribed.

The process of unstructured interviews also has bearing on the data collection process and this will be discussed in the ensuing paragraphs.

According to Schurink (1998c:298), the term unstructured interview is one of several terms used to refer to the style of interviewing employed by qualitative researchers and is synonymous with terms such as "in-depth interviewing", "pre-attitude interviewing", "conversational interviewing" and "narrative interviewing".

CHAPTER THREE: RESEARCH DESIGN AND METHODOLOGY
Schurink (1998c:299) recommends that unstructured interviews be conducted with the use of a research schedule which acts as a guideline for the interviewer and contains questions and themes that are important to the research. Although the questions do not have to be asked in a particular sequence, the interviewer must ensure that all relevant topics are covered during the interview.

3.3.3.1 Sampling

Purposive sampling was used in this research at each of the identified schools (refer Paragraph 3.3.2) where the interview group consisted of educators who were willing participants and who had had some experience of OBE. The researcher purposely requested respondents with a range of experience when making appointments with the respective school principals. Respondents ranged from young educators with limited experience to educators with many years of experience, as well as members of the SMT. The abovementioned persons were selected in view of their knowledge or experience of OBE and the interviews were conducted with the aim of obtaining specific information.

3.3.3.2 Interview Guide

The design of the interview guide is critical because it establishes an agenda for the interview and provides structure. A number of questions were asked under broad themes- the experiences of the educator with regard to the implementation of OBE, the role of the Education Department in the training received, the resources required for the successful implementation of OBE, as well as the role that the SMT had played in staff development. The interviews were audio-taped and then transcribed for the purpose of data analysis (See Annexure A).
3.4 DATA ANALYSIS

Huberman and Miles (1994:428-430) state that data management is an integral part of data analysis. Data management consists of those activities aimed at achieving a systematic, coherent manner of data collection, storage and retrieval.

Data analysis was conducted, according to Tesch’s method, on the transcribed interviews that had been audio-taped (Cresswell, 1994:155).

Tesch’s method includes the following steps:

1. Read the transcripts carefully to get a sense of the different themes.
2. Choose one document and concentrate on its underlying meaning.
3. Complete this task for several informants, making a list of all the topics, and clustering together similar topics.
4. Take this list back to the data, abbreviating the topics as codes and writing the codes in the appropriate segment of the text.
5. Find descriptive wording for the topics and turn them into categories, find inter-relationships between the categories, make a final decision on the abbreviation of each category and alphabetise these codes, assemble the data material belonging to each category in one place and, if necessary, re-code the existing data.

3.4.1 The Process of Data Analysis

The process of data analysis consists of three linked processes according to Huberman and Miles (1994:428-444), namely data reduction, data display and conclusion drawing or verification.

Morse (1994:25-34) is of the opinion that there are four cognitive processes which are integral to all qualitative data analysis methods: comprehending,
synthesising (decontextualising), theorising and re-contextualising (Morse & Field, 1996:103-107).

These processes occur more or less sequentially because the researcher must reach a reasonable level of comprehension before being able to synthesise, and until the researcher is able to synthesise, theorising is not possible.

3.4.1.1 Preparing the data for analysis

As soon as the data collection begins, the researcher begins preparing data for analysis.

The interviews are transcribed, checked, corrected and coded. Coding is an essential part of the process as it helps the researcher to sort the data and uncover underlying meanings in the text. Using Tesch’s method, transcripts were read and themes were highlighted in different colours. Topics were then clustered together. The researcher then returned to the data, the topics were abbreviated as codes and the codes were written next to the appropriate segment of the text. All data pages from the interview transcripts were coded in order to “maintain an easy way of identifying these various sources” (Maykut & Morehouse, 1997:127).

Synthesising begins when the researcher is familiarised with the setting, in this case, the experiences of the educators interviewed. The researcher reaches this level in data collection when stories can be described of the phenomena being explored.

3.4.1.2 Category identification

Categories were identified by using margin coding (Betrand, Brown & Ward 1992:204). These authors used margin coding analysis for analysing data from
interviews. This involves the use of codes either numbers or colours in the margin of the transcript. Each category has its own code. This process is carried out on each transcript.

In this research, four major categories were identified namely: Training, Educator perceptions of OBE, Problems and the Role of School Management Team in Staff Development. The codes used were as follows:

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>CODE</th>
<th>SUB-CATEGORY</th>
<th>CODE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Training</td>
<td>T</td>
<td>Departmental Training</td>
<td>T1</td>
</tr>
<tr>
<td></td>
<td></td>
<td>NGO Training</td>
<td>T2</td>
</tr>
<tr>
<td>Educators' Perceptions</td>
<td>EP</td>
<td>Financial</td>
<td>P1</td>
</tr>
<tr>
<td>Problems Experienced</td>
<td>P</td>
<td>Problems with the Curriculum Document</td>
<td>P2</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Constant Change</td>
<td>P3</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Problems with Actual Implementation</td>
<td>P4</td>
</tr>
<tr>
<td>The Role of the SMT</td>
<td>S</td>
<td>Capacity</td>
<td>S1</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Use of outside support</td>
<td>S2</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Importance of collaboration</td>
<td>S3</td>
</tr>
</tbody>
</table>
The codes contained in Table 3.1 were utilised in coding the transcripts as follows:

**TABLE 3.2**
**CODING THE TRANSCRIPTS**

<table>
<thead>
<tr>
<th>CODE</th>
<th>MEANING</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>Ex-model C school</td>
</tr>
<tr>
<td>B</td>
<td>Disadvantaged school</td>
</tr>
<tr>
<td>1-6</td>
<td>Different respondents each given their own number</td>
</tr>
<tr>
<td>Red</td>
<td>Excerpts related to Training (T)</td>
</tr>
<tr>
<td>T1</td>
<td>Training at Departmental Level</td>
</tr>
<tr>
<td>T2</td>
<td>NGO Training</td>
</tr>
<tr>
<td>Blue</td>
<td>Excerpts related to Educators’ Perceptions (EP)</td>
</tr>
<tr>
<td>EP</td>
<td>Educators’ perceptions</td>
</tr>
<tr>
<td>Green</td>
<td>Excerpts related to Problems Experienced (P)</td>
</tr>
<tr>
<td>P1</td>
<td>Financial</td>
</tr>
<tr>
<td>P2</td>
<td>Problems with the curriculum document</td>
</tr>
<tr>
<td>P3</td>
<td>Constant change</td>
</tr>
<tr>
<td>P4</td>
<td>Problems with the actual implementation</td>
</tr>
<tr>
<td>Purple</td>
<td>Excerpts related to School Management Team (S)</td>
</tr>
<tr>
<td>S1</td>
<td>Capacity</td>
</tr>
<tr>
<td>S2</td>
<td>Use of outside support</td>
</tr>
<tr>
<td>S3</td>
<td>The importance of collaboration</td>
</tr>
</tbody>
</table>

For example, A1 says, "I haven't been on any training yet which is why I am looking forward to this course."

This means that Respondent 1 from School A discusses an issue related to the training received.
A spreadsheet was developed for each sub-category which emerged from each main category. Then verbatim extracts from each interview were recorded that would facilitate the interpretation of the data. These spreadsheets are included in Annexure D.

An example of such a spreadsheet is found in Table 3.3, illustrating how the data was recorded.

**TABLE 3.3**

**CATEGORY:** Training

**SUB-CATEGORY:** Training at Departmental Level (T1)

<table>
<thead>
<tr>
<th>CODE</th>
<th>VERBATIM QUOTE FROM SEMI-STRUCTURED INTERVIEW TRANSCRIPTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>A1</td>
<td>I had no specific training- that's why I'm quite keen to go on this course. The only training I've really had has been here at school.</td>
</tr>
<tr>
<td>A2</td>
<td>A lot of them have been... not the best, a bit of a waste of time because a lot of it is wishy-washy and sometimes they don't seem to know what they are really trying to get out of us which is difficult with being a teacher because you've got such a limited time.</td>
</tr>
<tr>
<td>A3</td>
<td>We were supposed to go once last year during the school holidays, but, unfortunately, we went and the JCE was so poorly organised that they didn't even have a record of our names on the register and given that we were absent from their register we weren't admitted. We weren't given admittance to the lecture theatre. There were scores of us, hundreds of us and we just happened to be told to go home.</td>
</tr>
<tr>
<td>A4</td>
<td>It was weak. We went to HA Jack every afternoon. I was also sent into Alex. Two women came from the GDE to work on NS with us. It was very inadequate. They had no prep. Their material was disorganised, haphazard. Their message wasn't clear. They weren't au fait with their subject, they contradicted themselves. They bullied us- don't ask questions. We learnt nothing.</td>
</tr>
<tr>
<td>A6</td>
<td>I didn't go on any training with anybody- I think I'd left when they started all the training.</td>
</tr>
</tbody>
</table>
But the actual theory, we’ve had a lot of input and overviews on the theory and a sort of launching into OBE.

... I understood OBE much better than they, because I was trained for two years at Wits... somebody will come and, you know, observe you teaching and they were also confused. But even now, some of them are still confused.

The difference between the NGO’s training and the Department’s training is that with the Department they will invite many schools and train many schools then the training will be a sort of meeting.

When we went for the workshop, I think even the facilitators didn’t understand OBE themselves, because we always left the meeting or workshop confused, more confused than when we went in.

3.5 TRUSTWORTHINESS OF THE RESEARCH

Krefting writes that, very often, qualitative research is evaluated against criteria appropriate to quantitative research and is found to be lacking. Terms such as reliability and validity often do not fit the details of qualitative research (1990:215).

Consequently, Guba has suggested an alternative model or strategy which more accurately reflects the assumptions of the qualitative paradigm. This model identifies four criteria, namely – truth value, applicability, consistency and neutrality (Lincoln & Guba, 1985:192; Poggenpoel, 1998:348-351).

• Truth value
  Truth value determines whether the researcher has established confidence in the truth of the findings for the subjects or informants and the context in which the study is undertaken. It establishes how confident the researcher is with the truth of the findings based on the research design, informants and context.
Poggenpoel (1998:349) says that in qualitative research, truth value is usually obtained from the discovery of human experiences as they are learnt and perceived by informants.

In this research, truth value was established through the manner in which the enquiry was conducted. The educators who were interviewed discussed fully their experiences of OBE.

Lincoln and Guba (1985) term this “credibility”. Credibility demonstrates that the enquiry is conducted in such a manner that the subject is accurately identified and described.

- **Applicability**
  Applicability refers to the degree to which the findings can be applied to other contexts and settings or with other groups. It is the ability to generalise from the findings to larger populations. (Poggenpoel, 1998:349).

Poggenpoel (1998:349) states that the criteria against which applicability of qualitative data is assessed is referred to as transferability. Research meets this criterion when the findings fit into the contexts outside the study situation that are determined by the degree of similarity between the two contexts. Provided that the researcher presents sufficient descriptive data to allow comparison, it is felt that the researcher has addressed the problem of applicability. In this research, the data at both the schools was very similar, albeit the contexts were very different. Thus, applicability has been established.

- **Consistency**
  The third criterion of trustworthiness considers the consistency of the data, that is, whether the findings would be the same if the enquiry were to be replicated or reproduced with the same subjects or in a similar context. The strategy used to ensure consistency is dependability in which the
researcher attempts to account for changing conditions to the phenomenon chosen for research, as well as changes in the design created by increasingly refined understanding of the setting (Poggenpoel, 1998:351).

- **Neutrality**
  The fourth criterion of trustworthiness is neutrality i.e. the freedom from bias in the research procedures and results (Poggenpoel, 1998:350). Neutrality refers to the degree to which the findings could be confirmed by another and places the evaluation on the data themselves. This qualitative research has tried to increase the worth of the findings by decreasing the distance between the researcher and the informants.

The neutrality of the data is achieved by using strategies of conformability which captures the traditional concept of objectivity. Conformability, according to Poggenpoel (1998:350), is accomplished when truth value and applicability are established.

### 3.6 CONCLUSION

In this chapter the research procedures and methods of the study have been discussed, the participants in the interviews have been identified and the methods of data collection and data analysis have been explained. The question of trustworthiness has also been discussed using Guba ‘s model of four criteria.

In the next chapter, the data that has been collected will be presented and interpreted. The chapter will conclude with a summary of the findings and critical comments regarding the experience of educators’ training in OBE.
CHAPTER FOUR
PRESENTATION AND INTERPRETATION OF DATA

4.1 INTRODUCTION

The South African Government’s vision for our schools has resulted in the implementation of OBE in a cascade model over a number of years. The process of change has been instituted through a series of Department of Education training seminars and through the initiatives of the schools which are implementing it. The Department of Education is currently engaged in a process of Whole School Evaluation to determine whether the curriculum is functioning effectively. At the same time, the new RNCS have been published which many schools have started implementing.

The GDE has specifically instructed schools not to use the new streamlined curriculum statements until the prescribed year. This has meant that some schools are implementing a dual system, using the new “forbidden” one, but, ostensibly, are still engaged in implementing the first unwieldy OBE curriculum.

This chapter provides the reader with a detailed description of the experiences of different educators in the implementation of OBE which has formed the focus of this research.

The data obtained from the interviews will be analysed with the emphasis on the meaning as constructed by the participants of this study. This is in accordance with the description with the phenomenological research (Leedy, 1997:166).

In this chapter the findings of the study are presented and discussed.
4.2 THE CONTEXT OF THE STUDY

Interviews with educators with differing experience as well as with members of the SMT were the sources of data collated in this particular study.

4.3 FINDINGS

Four broad categories emerge from the analysis of the data, namely

- Training
- Educator' perceptions of OBE
- Problems experienced by educators implementing OBE
- The role of the SMT and staff development

These major categories each presented sub-categories. Each broad category will be discussed in more detail. All excerpts from the transcripts have been typed in bold. The full analysis of the transcripts can be found in Annexure D.

4.3.1 Training

The following sub-categories emerged under this category:

- Training at Departmental level
- Training by Non-Governmental Organisations (NGOs)

4.3.1.1 Training at Departmental level

The importance of building the professional capacity of educators and involving them as key agents in the implementation of the new curriculum was discussed in Chapter Two. The concept of backward mapping becomes a key element in which curriculum implementation starts with the lowest level of the implementation process, namely educators.
In the interviews, it appears that the training given by the Education Department to begin the process of change in the new curriculum has been fraught with difficulties. The training appears to have been perceived as being totally inadequate.

In the cascade model of policy implementation, training at all levels needs to be at its optimum in order to avoid any breakdown of the character and purpose of the training. The officials who were trained at the outset to educate educators in the new curriculum appear to have received minimal training, or were, at the very least, inadequately prepared to cope with the task they were required to undertake. This state of affairs immediately highlights the reason for the breakdown in the flow of information for which various members of the Department of Education had been made responsible, resulting in the disruption of the requirements of the cascade model.

B4: The workshop, I think even the facilitators didn’t understand OBE themselves, because we always left the meeting or workshop confused, more confused than when we went in (Annexure D:2).

A2: [It was] a bit of a waste of time because a lot of it is wishy-washy and sometimes they don’t seem to know what they are really trying to get out of us, which is difficult with being a teacher because you’ve got such limited time. I’ve learnt more from people at school through experience and hands-on work in the classroom about OBE than I have from courses that I’ve been to (Annexure D:1).

Three of the educators interviewed had not been on any training at all.

A6: I didn’t go on any training with anybody. I think I’d left when they started all the training (Annexure D:1).
A3: We were supposed to go once last year during the school holidays, but, unfortunately, we went and the JCE was so poorly organised that they didn't even have a record of our names on the register and given that we were absent from their register we weren't admitted. We weren't given admittance to the lecture theatre. There were scores of us, hundreds of us and we just happened to be told to go home (Annexure D:1).

From this there is an indication that there are huge gaps in the amount of training that certain educators have received due to poor facilitation by the GDE which, in a new curriculum process, is very inadequate. The respondents felt that poor training was the norm in the initial stages of OBE implementation.

4.3.1.2 The NGO training

Generally, this has been perceived as being better than the Departmental training in that the people who have been used to facilitate this process have been more experienced and knowledgeable. For example,

A1: We had a visiting Australian professor come over and give us a talk – I don't remember his name and I was on his wave-length from the second sentence, virtually. That gave me the feeling of that there is something in this that is going to empower us (Annexure D:3).

B3 states about an NGO: [S]he has been doing this on the farm schools and somewhere I don't know- but she normally trains people in OBE. So she always help[s] us (Annexure D:3).

There also seems to be a discrepancy between the perceptions of the quality of support given by Government officials as opposed to non-government organisations. The policy being instituted by the Government in a top-down
mode should be able to be implemented by its own bureaucracy, but clearly this has not been the case. In fact, the whole cascade model appears to be missing the fundamental cog in the implementing wheel at district and departmental level of the GDE.

4.3.2 Educators' Perceptions of OBE

As was experienced in the New Zealand context, South African educators appear to have also suffered from negative perceptions at the introduction of OBE, although there has been a subsequent transformation in the attitude of many educators. The initial outlook was negative but at present there appears to be a far more positive response to the actual idea of OBE.

A1: [T]here is a lot of trepidation. I also think there is a fair amount of antagonism (Annexure D:5).

A2: [I]n the beginning, it was very vague. The guidelines were very broad and everybody was just doing what they thought was best, which is not ideal because you need a bit more guidance to be able to make sure that everybody is covering what needs to be covered (Annexure D:5).

In other words, a climate of confusion appears to have surrounded the actual implementation in the minds of many of the educators.

A5: I agree with the principles of OBE but I don’t think that it’s been implemented in such a way to make it easy for the teachers (Annexure D:5).

A6: Initially, nobody wanted to take the new curriculum on board about a year ago. Everybody said no, we’ll just leave it and now there’s been a
massive swing. We've all launched into OBE, and I think everybody is trying to feel their way around a bit (Annexure D:6).

B1: I think OBE is very good...There's no overload. I just give the learners work to do. I am just there as the facilitator (Annexure D:6).

The thread that seemed to run through the interviews was that educators were trying to make the best of the situation and make sense of their experience of OBE.

A5: We just took what we felt was positive out of the training and used it, so, ja, we have got good things out of the training that we've had .... I think it's running, it's running fine, but as I say we are only using the parts that we feel are positive at the moment. There are times when I think we are not doing it properly. Perhaps an OBE guru might think differently, but I think it runs well. Ja, it's good – it's working (Annexure D:6).

4.3.3 Problems Associated with the Implementation of OBE

There were problems associated with the implementation of OBE and these could be divided into sub-sections, namely:

- Financial
- Problems with the curriculum document
- Constant change
- Problems associated with the actual implementation

4.3.3.1 Financial

In any curriculum implementation, there is always a financial component to the success thereof. Resources and support materials need to be supplied in order to assist the educators in correctly implementing the new system.
School A appeared to have adequate resources which historically they had purchased and did not feel that they had too many financial constraints, although it was commented upon that, due to lack of finances given by the school for field trips, these had had to be curtailed as they were then too expensive.

A6: We are not allowed to ask the parents for any more money to go on outings (Annexure D:7).

This was found to have a limiting effect by educator A6 in School A.

School B was severely under-resourced in terms of equipment which was perceived to be a constraint.

B1: We don’t have the infrastructure as you can see. Sometimes, we don’t have a machine- we don’t have electricity in our class, so you can’t make something that uses electricity... Even though I can say I can design my own worksheets when I go to the office to photocopy, the machine is broken and they say we must go to the Department and it takes time to go and photocopy (Annexure D:7).

B3: Last year, we were given 87 000 (Rands) and so the problem is we are from Grade R to 12 and, unlike these other schools, we are not topping up, we are buying new materials, and where they allocate, you know, the funds are concentrating on Grade 6 because they said we’ve got to spend a lot of money for Grade 6 because they are the ones who will be implementing OBE. So we are having that problem now. We don’t have enough because we’ve got to keep on buying for the other grades (Annexure D:8).

B2: We are using different books in order to acquire information... But the problem is that sometimes... we encounter a problem... OBE needs
a photo-copier – it needs a photo-copier and if you don't have one, it becomes a problem because the learners need to learn what they are seeing (Annexure D:7).

It is interesting that the problem with resources is seen as more problematic by the younger educators than educators who have been teaching for many years. Both A1 and B4, who had some experience, felt that inadequate resources were not completely handicapping.

A1: I don’t think you can hide behind lack of resources for not achieving a thing. I do think they are the cherry on top and I do think they can make a display case of a school. But a good teacher is going to be good regardless .... even if they are under the trees (Annexure D:7).

B4: We try a lot to provide charts and we try a lot to help when coming to make resources in the classroom out of junk. You know we can make something out of nothing. We try a lot from that (Annexure D:8).

This indicates that that could be an avenue for redress in terms of inadequate resource material. It also indicates that educator perception needs to be changed in order to make educators more positive in terms of their work in the classroom.

4.3.3.2 Problems with the curriculum document

When implementing new policy, and expecting the grass roots educators to implement the document, the language should be sufficiently easy to enable educators to successfully cope with the policy. This appears to be problematic to educators at both the schools, especially in terms of the terminology.
A3: Our assessment standards do actually give us a fair amount of indication, but it still seems a little grey to me (Annexure D:9).

The terminology seemed particularly more ambivalent to the educators of School B, for example,

B4: Making sure that the PI also goes together with your activities and then the SOs and the ACs (Specific Outcomes and the Assessment Criteria). You know there is a problem with the lesson planning and the assessment (Annexure D:10).

B3: I don’t know where they were trained about preparing a lesson because, when planning a lesson, it is not as though we are saying it is their fault, but it is just that the terms have changed. We used to write the aims, you know the specific aims. You know we used to do all those things but it seems as if because they are using new concepts, resources- they have forgotten that we used to say teaching aids, so it is still a problem (Annexure D:10).

B1: I am nine months old in this teaching, I am still battling how to find a way how to sort out this SOs, ACs, something like that (Annexure D:9).

A document that needs to be implemented by educators who feel inadequately prepared in terms of their training, must be seen as a huge problem which requires urgent remediation.

4.3.3.3 Constant change

In Chapter Two, it was found that change does not come about easily and is difficult to mandate from the top down or from the outside. For change to
have meaning and effect, it must change not only the way things look but also the way things work.

A4 perceives that change happened for change's sake and not for the sake of education. The whole thing happened in a hurry which led to flaws and gaps and a resultant ebb in staff morale (Annexure D:11).

A5: It keeps on changing, you know, and lots of the teachers don't know what's going on and it's hard for everyone. The workload is becoming much more. It all just seems so much (Annexure D:11).

In discussing the changes that OBE has wrought and is currently experiencing, A5 says, "On the one hand, they would tell you you are going to do whatever and then they would come and tell us - two days later- they would say, actually, no, no, they are not actually doing that any more, we are actually going to do it like this" (Annexure D:11).

B1: I don't think we are well-equipped in OBE. Okay, the person who say this today and tomorrow somebody ask something about what was yesterday, the person who told us yesterday, we find that there's still confusion. They say, you can't do like this, you can't do this, so I don't think it's enough to train in one week (Annexure D:11).

In other words, the officials, in implementing the new curriculum as a source of redress, have not foreseen many of the problems in implementation and, consequently, there has been a need for constant change in the documentation drawn up by the bureaucrats to address problematic issues.

4.3.3.4 Problems with actual implementation

These take the form of two major problems:

- The increase in paperwork
• Classroom and time management

At the outset, the paperwork required by the Education Department does not appear to be lending any support to the actual OBE process. It is seen by educators from both schools as being completely unrealistic and, in fact, hampering their efforts.

A4: We are not paper-pushers or secretaries (Annexure D:14).

B1: OBE is good for the learners but to we, as teachers, we have got a lot of job, especially the paperwork (Annexure D:14).

B2: There is too much paperwork so you feel as if you can find a personal secretary to do that for you (Annexure D:15).

B3: We spend most of our time writing, recording, than teaching in class (Annexure D:15).

Clearly this is something that needs to be addressed as educators try to come to grips with the curriculum without focusing on the required paperwork to the detriment of their work in the classroom.

Various problems associated with classroom and time management have been perceived. Assessment appears to be a big problem.

A6: I find the theory or the idea very exciting and very rewarding, but I still would like to see somebody doing it perfectly and I would like to watch somebody assessing groups while they are working and how they actually get about doing that without sorting out the child who can't cut out the worksheet and the one who needs you to re-explain the work to them (Annexure D:14).
A1: I have to work a way of integrating the lesson and letting it flow at the same time assessing what's going on and I think it will take me a fair amount of time to get that really working. It's working, but it tends to be an interruption at the moment (Annexure D:13).

In New Zealand, the educators were given educator aides. In South Africa, there are no resources to make this possible. The educators in South Africa have to contend with large classes of approximately forty students, making discipline a problematic issue, particularly in School B.

B1: To discipline the learners, it takes time, especially the learners are very wild in class. Especially when you want to do group work (Annexure D:15).

B2: We have overcrowded classes so it becomes difficult for us to implement it. To go from learner to learner- we have to know each learner socially, economically and academically... So it becomes difficult to actually give them all the attention they need because there are different kinds of learners (Annexure D:15).

B3: I realise there's a problem about classroom management. Then sometimes you can just, when passing, you will think there's no teacher. Whilst the teacher's there, the learners are rowdy (Annexure D:16).

To see a child as an individual becomes a difficult task under these circumstances because educators spend a great deal of time trying to manage the process instead of actually facilitating the process.

Time management is also seen as a huge problem, particularly in School A where extra-mural activities are perceived to take a large amount of time. For example A2 says, “We've got the extra-mural load which always takes up
a lot of our time, which is an on-going question. I think it's obviously something that is expected of you, but the hours are a problem, because you don't get that much time to prep and to look into your themes and that sort of thing (Annexure D:13).

4.3.4 The Role of the School Management Team and Staff Development

This has three broad sub-headings:

- Capacity
- The use of outside support
- The importance of collaboration

4.3.4.1 Capacity

The perception by the school Heads of Department is that they need to be au fait with the whole process of OBE as often they are required to assist and lead their staff in certain initiatives.

B3: I was the Head of Department and I had to know what was happening, and I was the one that must also help the other teachers to implement OBE (Annexure D:18).

A4: Sometimes I have to bluff my way to show the staff that I know what I am doing. I have to always be prepared, as I have to offer assistance to my staff..... You need to be very pro-active and think of creative, innovative ways to get the teachers to buy into OBE (Annexure D:17).

In order to facilitate and to kick-start the process, the drivers of curriculum change need to be very enthusiastic, and this means that the SMT needs to build on a positive outlook towards the curriculum.
A1: I think your first priority is to reassure them and say we can do it! Not only can we do it, we can do it in a way that's going to make the school positively shine. We can do it because we've just got so many gifted, talented people here... and that we don't need to feel afraid of the future, and that we don't need to feel afraid of our mistakes, because we're going to make them but we are going to use those mistakes as building blocks, not stumbling stones (Annexure D:17).

In response to the idea of a negative or poorly-equipped SMT with regard to curriculum implementation, A1 is vehement: I think it would annihilate it. I don't know what the statistics would be, but you may get a few staff members who would recognise the potential, but would be unable to run with it, because the Management Team is the foundation of the school, they are the ones that would lead into the future (Annexure D:17).

4.3.4.2 The use of outside support

In Chapter Two, it was argued that people in schools need to engage in all kinds of ideas in order to improve what they are doing, but that they should not adopt external programmes that foster dependency. Schools need to constantly sift and integrate the best ideas from the field and avoid the adoption of, and dependency on, external programmes.

This was seen in School A where they are taking the best from the curriculum and using it.

A5: But I think it's running, it's running fine, but as I say we are only using the parts that we feel are positive at the moment (Annexure D:19). However, there were mixed feelings to this as A1 states, "We require outside intervention because outside people seem to be more au fait
with the process." (By outside people, A1 meant NGOs and not GDE officials) (Annexure D:19).

B1 seems to indicate a lack of confidence in its SMT, and, for this reason, the staff has also chosen the route of outside intervention. B1 says, "Because we find that even our Management Team, they are not sure of other things. So maybe if the Department can send other who are more knowledgeable in this thing of OBE, it would be better (Annexure D:18).

The consequence of this would be the development of specialised training programmes specifically for the SMT in order to assist it in working with its staff.

4.3.4.3 The importance of collaboration

An issue that surfaced in the interviews was the importance of collaboration.

The importance of cultivating effective teams was highlighted by many of the interviewees. Many of the educators felt that working with others would enhance the whole implementation process. Schools plant the seeds of a collaborative culture when they develop the capacity in educators to work together in teams, but time must be provided by the SMT for such collaboration.

This was mentioned by four educators in the interviews:

A1: I often go away thinking, there are so many such gifted people here who are prepared to get up and talk and share about what they are learning. I think that's been very valuable (Annexure D:21).
A3: I personally am enjoying what we are doing at the moment where we ... as a group... are collaborating and working together (Annexure D:21).

A5: Um ... the few meetings that we have had have been very constructive because of teachers getting together and giving their input and their experiences of what works and what doesn’t. So in terms of that, it's great to share and find out easier ways to get around the hurdles (Annexure D:21).

B4: So the ... the meeting actually is very important because it's also, sort of, internal development (Annexure D:22).

In cultivating a culture of collaboration, educators start working in teams, they build up enthusiasm, they feel more au fait with the process as they are sharing best practices, and they are able to experiment with new ideas gleaned from others.

4.4 CONCLUSION

Based on the interpretation of the data, it can be concluded that the participants in this study perceive that the implementation of OBE has not met with the outcomes that the Education Department had intended. Four major themes emerged from the data analysis namely

- issues surrounding training
- issues surrounding educator perception
- issues surrounding the actual implementation
- issues surrounding the School Management Team

Badat (1995:149) suggests that the democratic process of policy formulation and decision-making inevitably results in tensions at the operational level. These tensions are not only a result of the dichotomy between perception,
conception and execution, but rather, that the original policy version itself becomes diluted to the extent that it no longer provides adequate solutions for the realities it was designed to address (Vally & Spreen, 1998:3).

These tensions have emerged as the reality of the implementation within the South African context has been shrouded in confusion and the actual problematic issues are not addressed in the theory of the OBE policy.

These tensions have been the result, primarily, because of the difference in training received by educators, the actual situation in context within the schools such as differing languages among the learners, differing abilities in the learners, lack of capacity of the educators to cope with these differences, lack of resources and feelings of insecurity by the educators.

Whilst the analysis of the data obtained from the research has been interpreted in Chapter Four, Chapter Five seeks to offer recommendations as possible solutions to the problems associated with the implementation of OBE.
CHAPTER FIVE
SUMMARY AND RECOMMENDATIONS

5.1 INTRODUCTION

In this final chapter, I will recapitulate the salient points of this research by summarising the research topic, by making recommendations and concluding with suggestions for further research.

Analysis of the empirical data and literature reveal that the implementation of a new curriculum is always an inherently complex problem. This research has provided a window into the perceptions of educators at grass roots level within the context of two different schools, one being an ex-Model C school and the other a school in a socially-deprived area.

5.2 SUMMARY OF THE RESEARCH TOPIC

Since 1994, South Africa has undergone a radical shift in vision for education in order to redress the past imbalances that were associated with education in the Apartheid era. This has meant a radical transformation in the structures and processes by which it would be achieved. Based on the international model of OBE which had been piloted in the USA, Australia and New Zealand with controversial results, South Africa adopted an Outcomes-based Policy which it started implementing in the 1990s.

In the attempt to redress the inequalities of the past, the Education Department has implemented a new curriculum. However, with the different levels of staff education and training, the unequal resources available in schools and perceptions of educators towards the new curriculum, the implementation of OBE has been a problematic one. This has been most
apparent in primary schools which have had the longest time frame in which to implement the new curriculum.

The focus of this research was to look at the experiences of primary school educators in implementing the new curriculum, to look at the types of training they had had and to see how the SMT could provide and support staff development in order to drive the successful implementation of OBE.

In Chapter Two, different aspects of OBE and change management in the literature were examined. The underlying principles of OBE which appears to be a very complex model of curriculum were discussed. Perceptions of educators who had used the curriculum in New Zealand were reviewed, and what came out of it was that there were huge problems associated with the process of change and the implementation of the new curriculum in terms of the workload, the resources supplied and practical, effective teaching practice. Suggestions to assist educators in South Africa in implementing the new programme were explored, although many of these have clearly not filtered through to the South African practising profession (Sanders, 1999:1-16).

The issue of change in staff development was explored, whereby a culture of change needs to be fostered in order to implement any change in a school, and this was clearly not evident in either of the schools. The culture of collaboration was suggested in order to share best practice and so build up educators’ motivation and successes.

Policy reform was investigated in terms of introducing change-regulating activities in solving problems. The top-down policy model utilised as the implementing strategy of policy change in the education process appears to have been ineffectively implemented. The vision foreseen by the policymakers has not been filtered down in terms of effective strategies for the teaching profession which has to implement it. This “policy refraction” would suggest that there is a weakness in the Education Department which must be
immediately addressed in order to facilitate the successful implementation of OBE (Taylor et al, 1997:50-51).

The literature study indicated problems in the practical implementation of the policy. To gain a comprehensive understanding of this phenomenon, the research design was qualitative, explorative and contextual.

To gather the research data, the following methods were used in the research.

- A literature study
- Individual interviews

The raw data from each of interviews was transcribed verbatim from audiocassette into a written form. Categories were then identified by using margin coding (Betrando, Brown & Ward, 1992: 204).

5.3 SUMMARY OF THE LITERATURE SURVEY FINDINGS

OBE is a very complex and sophisticated education model. It was adopted in an attempt by the South African Government to redress the political wrongs of the past and the resultant inequalities, as well as to assist in the provision of a citizenry able to participate gainfully in the employment arena of a technologically-developing economy within the global market. The OBE strategy had been tried in a number of countries such as the USA, New Zealand and Australia. The model most like the South African one was adopted from that of New Zealand and Australia (Sanders, 1999:1; Killen, 1999:2-4).

When a country borrows a policy model from overseas, the conditions within that actual country need to be considered and addressed. Effective policy implementation needs to be backward-mapped in order for the top-down approach to be seen as efficient. This will redress the breakdown in communication between the bureaucrats and the actual implementers which is
a common result of the cascade model of policy implementation (De Clerq, 1997:130).

However, the original vision of post-apartheid redress appears to have created new inequalities instead of addressing inequality and promoting redress in terms of the abilities of schools to successfully manage the change process.

A new curriculum should never be bureaucracy-bound as the implementing educators will be the ones to drive it. Educators need to become au fait with what they are doing as, in effect, they are the policy implementers (De Clerq, 1997:132,136). Consequently, they need to be fully trained in both the principles of OBE and concrete classroom practice.

Educators must become enthusiastic, innovative and flexible (Sparks, 2001:2). Thus, the conditions under which they work need to be made less stressful.

The SMT of each school needs to be trained in order to motivate and assist in the implementation of the curriculum in their schools (See 4.3.4.1 under Capacity: 67-68). Change management needs to be carefully considered in devising successful strategies for the effective implementation of the new policy (McNeir, 1993:5).

Establishing a culture of collaboration by the SMT is seen to be an important initiative in the implementation of a new curriculum (DuFour & Burnette, 2002:2).

5.4 SUMMARY OF THE EMPIRICAL FINDINGS

Four major categories were identified from the data analysis, namely:

- Training issues
- Issues around educator perceptions
- Problems associated with the implementation of the policy
• Issues surrounding the SMT

These were discussed in Chapter Four and are summarised below.

5.4.1 Training

The perception is that the initial training of educators in the OBE curriculum was very poor and left educators confused and unmotivated. The training given by the government had left the educators with a very negative perception about departmental officials and respondents expressed the feeling that training by NGOs was often better.

The improvement of this initial training as a key foundation was imperative in order to launch the curriculum. Many educators were omitted from the initial training – this omission needs to be addressed and rectified in ensuing training. Whilst feelings about the system are becoming more positive, there were negative perceptions that were still hampering the effective embrace of the curriculum.

5.4.2 Issues around Educator Perceptions

Because the initial training had been so poor, and because of the negativity surrounding the idea of OBE, some educators' perceptions were not conducive to a positive drive towards a new curriculum. A few educators felt that it was "change for change's sake" and that the whole process had been rushed and poorly thought through.

5.4.3 Problems Associated with the Implementation

Because the model was based on overseas models, the practical implementations of the South African context were not considered. For
example, the financial implications are huge and South Africa has limited resources and funding. This has had a direct influence on schools.

The terminology involved in the new curriculum was difficult and the educators found it confusing. The constant change associated with the directives from the department officials has caused stress, the educators feel de-motivated and they feel that there is a work overload.

In terms of the actual implementation, all educators felt that the volume of paperwork was excessive, unnecessary and repetitive. They found that the actual teaching was being swamped by the demands that unnecessary forms be completed for Departmental officials.

Time management appeared to be a huge problem, especially in School A where extra-murals take a great deal of time. More time was required by the educators to spend in evolving material for the curriculum.

Classroom size was seen as a problem in terms of classroom management and discipline.

Language was also problematic in that many learners within the same class have different mother-tongues, creating educator stress and problems with discipline.

Discipline in terms of the group work associated with OBE has also been seen as problematic.

The practical implementation of classroom assessment was also an issue of concern and should be prioritised as an area of redress.
5.4.4 Issues around the SMT

It was felt by the majority of the educators that the SMT should have the capacity to drive the whole process and that they need to be enthusiastic and have the skills to assist the educators in their schools. Some educators expressed doubt that their SMTs could help them and were thus becoming more dependent on outside assistance to facilitate the whole OBE process.

5.5 RECOMMENDATIONS

From this study the following recommendations are made in an attempt to redress the problems found in this study.

5.5.1 Educator Training

Consideration needs to be given to the type of educator training for the implementation of the new curriculum. The Departmental officials facilitating this process must be specifically trained and become au fait with the material which they are required to present. One would naturally assume that they are sufficiently qualified to lead educators in assimilating the new curriculum.

Successful educators who are perceived to have mastered the initial OBE implementation process could be targeted to assist with the training, both of the Departmental officials and other educators. The training could then be managed in a hands-on way in order to allay educators' fears and instil them with confidence, while at the same time, assist them with practical ideas. Poorly-qualified Departmental officials could then receive a more useful and reality-based insight into the practical issues surrounding the implementation of OBE.
SMTs need to have specific training in order to assist them with innovating change and adopting a more flexible approach. This could be managed through collusion with “best-practice” schools to ensure that struggling SMTs see effective curriculum practice in action.

The reality in the South African school situation is that class size will never become small. The large size of classes is a problematic issue as finances will never be sufficient to rectify this area. The need for practical training for educators was also an issue that was raised in the interviews. If fourth-year education students could be used in classes as educator aides, this might alleviate educator stress as well as ensure that students received practical, yet intensive, training in the schools before graduating.

5.5.2 School Management Teams

School leaders should, according to Sergiovanni and Starratt (1998:179-180), be innovative, be able to adapt to new ideas and communicate these changes adequately. This should be one of the focus points of SMT training by the Department. This would also instil confidence in the ability of the SMT to manage the change and assist the educators in improving their classroom practice, while, simultaneously, negating the perception by some educators that it would be better to adopt external programmes or rely on NGOs to equip them in effective OBE implementation.

DuFour and Burnette (2002:2) stress the importance of cultivating effective teams. In schools, educators need to be given more time to work with their colleagues on the new curriculum. Time within the school day needs to be set aside for this and must be managed by the SMT. Educator collaboration should be seen as an integral part of what goes on during the school day. This implies a reduction in the teaching load of educators which would be difficult in terms of the number of working hours required by the Department of Education. However, consideration of the curtailment of afternoon activities
could be given in order to allow the educators sufficient time to engage in this process.

SMTs could get involved in organizing workshops between different schools in order to assist educators in sharing best practice and helping educators with practical classroom issues. Again this would need to be facilitated by the SMT who would need to encourage the educators to explore this option. These workshops should be facilitated by people with experience and knowledge so that the process is fruitful for all involved.

The SMT needs to address the issues of demoralisation and work overload with educators. Change is very stressful and schools need to address this if they do not want to lose their good educators.

5.5.3 Education Department Responsibilities

Paper work from the GDE needs to be minimised and the streamlining thereof should be seen as a priority. At the moment, it is perceived to be time-consuming, repetitive and largely irrelevant.

Resources need to be accessible to all schools. The size of classes and classrooms play a huge part in the implementation of the new curriculum. Schools need to be well-resourced, both in terms of their people capacity and their teaching materials.

Basic provision of electricity is an ongoing problem in schools and needs to be seriously addressed.

The officials from the Department must be well-trained and completely au fait with the whole OBE process in order to successfully assist in the efficacy of the cascade model of policy implementation.
5.6 TOPICS FOR FURTHER RESEARCH

Research is critical for the ongoing development in further education. The following areas require further investigation.

Within the next few years, the RNCS will be implemented in all schools. The training will take place from 2003. It is vital that educators assisting in this process are given full training. It would be imperative to assess the quality of the training given for the new curriculum statements which were revised in response to the problems associated with the curriculum that has already been implemented.

It would be advisable to investigate other means of redress in schools that were previously disadvantaged to see whether the pace of change is concurrent with the expectations required by the Government as well as the resources that are at their disposal.

5.7 CONCLUSION

OBE in its transformational stage has been seen as a positive initiative in addressing the lack of skills in our country to meet the demands of the 21st century and the global market. However, this model is very sophisticated and requires skills in the teaching profession that have not been properly addressed. The challenge to the Government is to ensure that, in this policy implementation, adequate training is given to all educators as well as fostering a climate of enthusiasm and flexibility to embrace the change.

Educators need to be given adequate resources in order to feel that the job that they are doing is effective and is meeting the needs of their learners.

SMTs need to become fully involved in the process of assisting the educators within their schools to practise best policy and to work with the new curriculum.
It appears that the capacity of district officials needs to be improved and the assistance that they give to the schools within their districts needs to be stepped up and vastly improved.

Having looked at Spady's model of demonstration in detail in Chapter Two, the question arises as to whether South Africa is able to achieve a Transformational level of OBE. To do so, we would need to abandon a structured curriculum and define teaching and learning by the roles which learners are to play in life. We would, furthermore, need to abandon the Learning Area structures within the curriculum as well as any form of time management, assessment and progression within the current system. For that reason, Transformational OBE remains a nebulous theory and, potentially, remains an impossible dream in our school system. However, that is not to say that it cannot be a vision to which to aspire in our current system as it is a worthy goal to produce citizens for a country who embody the concept of real life performances. The vision of transformational OBE is a long way from being achieved but the practical issues, once addressed, will certainly assist in equipping both our learners and educators for the challenges that lie ahead.


BIBLIOGRAPHY


The following questions were used as a guideline in my semi-structured interviews.

1. Can you tell me something about your teaching experience in terms of the length of your teaching experience, qualifications and current post?

2. Discuss the kind of training you have had in OBE
   i. by the Department of Education.
   ii. by NGOs if any.

3. What has been your experience of OBE from the initial implementation up to the present?

4. Discuss the in-service training that the SMT has undertaken in your school.
   i. If there has been no in-service training, discuss the role that the interviewee feels the SMT can play in this regard.

5. What kinds of resources would you require to assist you with the implementation of OBE?
   i. This could be anything from books, to equipment to people. I would like to find out if anyone actually sees the SMT as a resource.

In my interviews, I will obviously need to build my questions and responses on the replies of my interviewees, while keeping my objectives in mind. I therefore will not ask these questions verbatim if it is not conducive to a smoothly-flowing interview.
NATURE AND PURPOSE OF POLICY-MAKING

1.1 INTRODUCTION
Education transformation in South Africa has been, and still is, a formidable task. In response to the need to transform the entire education system, numerous education policies have emerged, dealing with a wide range of education issues. Educators now face the challenge of understanding these policies and translating policy into practice.

In this lecture we will focus on the following questions:

1. What is policy?
2. What is the purpose of education policy?
3. How does policy evolve?
4. What values are pursued in policies?
5. Who controls the policy process?
6. Who are the main actors in the policy process?
7. To what extent is the policy process democratised?

1.2 THE CONCEPT ‘POLICY’
- The word policy is used in many different ways.
- Policy is a ‘plan of action’.
- Policy refers to the implicit and explicit specifications of courses or purposive action being followed, or to be followed, in dealing with a recognised problem or matter of concern, and directed towards the accomplishment of some intended or desired set of goals.
• Policy is also a position or stance developed in response to a problem or issue of conflict, and directed towards a particular objective.
• Policy is focused on purposive or goal-oriented action.
• Policies may vary greatly in orientation, purpose and whether they are explicitly stated.
• Policies include substantive policy as well as procedural or administrative policy.
• Policy may include written as well as unwritten policy.
• Policy takes on different forms of expression and can be directed at different ends. Some policy finds expression in discussion documents, white papers and ministerial statements, while other policy is authorised through legislation and regulations.

1.3 WHAT IS THE PURPOSE OF POLICY?
• Introduce change
• Regulate or control activities
• Solve problems
• Implement new ideas
ANNEXURE C
A Transcript of one of my Interviews

INTERVIEW WITH B4

R= Researcher
B4= Interviewee number 4 from School B

R: Well thanks a lot for giving me your time and I wonder if you can start off by just telling me a little bit about how long you've been teaching, what you are teaching- that sort of thing.

B4: I started in 1996. I was teaching Grade One. Um... I was not here. I was at the other school and when OBE was implemented in 1998, I was there and I was one of the educators who implemented it - we started in Grade One and I am now teaching Grade One, Two and Three through my teaching experience.

R: So you started with OBE. What kind of training did you have in OBE?

B4: Ooh! At first, when we were supposed to implement in 1997 when we went for the workshop I think even the facilitators didn't understand OBE themselves, because we always left the meeting or workshop confused, more confused than when we went in. There were new terminologies ...and we couldn't understand them. There were lots of big documents that they handed out so that we could read, but we didn't understand them. So when we started implementing in 1998, it was just chaos - we didn't know what we were doing. But now, through the NGO's and other people that are helping, uh... we are seeing it from different angles and now there's a green light. We are understanding it and we are really implementing it.

R: Now you are saying -am I understanding you that the NGO's have helped you more than the Department?
They have really helped us a lot. Because with the Department – I think the difference between the NGO’s training and the Department’s training is that with the Department they will invite many schools and train many schools then the training will be sort of a meeting. You see that? It won’t be like a workshop where they will go into the classroom situation and do it practically. But with the NGO they will come and visit a school and train the teachers there at school and sometimes they will even do it practically in the classroom. With the Department they will call the workshop and we will go to the hall and then they will just read their transparencies and that’s it.

What has been your experience of OBE from the initial implementation to now?

Well, now, I am starting to enjoy it even more. I think of um... because of I am a little bit clear now. Not that I... I am still confused with the SOs. You know, I can’t even remember all of them. I have to go and refer the SOs and the AC’s. I also have to refer on the critical outcomes, although there are seven but I need to refer but knowing that I can link the learning programmes – and now it’s something that I can do, I can do that but with the paperwork – the OBE paperwork is just too much. Because most of it is duplicate - you feel – they send you to another form to another form. I think that the OBE for me it is a problem in coming to filling in many documents - assessment forms what have you, referrals what have you. Those are really a problem. But otherwise, implementing it, teaching it in the classroom, I think I am getting there.

Now you said that NGO’s have helped you with the training? Does the Management Team of the School – what part do they play in the training of teachers at your school?

We do.... Usually we have meetings with the HOD – they have a meeting with his or her department twice a week. That is on a Tuesday we have a phase meeting and then on Thursdays we have a grade meeting when we go into.... eh...eh... where the grade teachers will come with programmes
and then we discuss them and the HODs are the ones who are running the meetings on Tuesdays in their various departments so even with the unclear things, unclear terminologies, teachers will come with whatever they think needs to be discussed and we discuss it in a meeting. So the... meeting actually is very important because it's also, sort of, internal development.

R: And um... What problems have sort of arisen from teachers for OBE? What problems do they have?

B4: Oh...Oh... The planning, lesson planning, the assessment. The assessment is, as I've said has been a problem but uh... because the planning we have to the micro, and we come to the macro, you going down there and you making everything – that's been problem – and making sure that the PI is also goes together with your activities and then the SOs and the AC's – you know, that's still a problem in the lesson planning and the assessment.

R: Now you - What role do you play in this - in helping teachers or do you help teachers at school?

B4: Yes, we do. Yes, we do.

R: You, in your personal capacity?

B4: Oh yes, I do. I like um.....I am now in charge of the GDE 450. So whenever I issue the 450's I make sure that I explain to the educator exactly what he or she is going to do – what is expected of her to fill in that 450 form. And I also make sure that – I'm also part of the SBAT (School-based Assessment Team). And I also make sure they understand between the barrier and the school. What I know, not that I know everything, but little bit I know I share with the educators. I like doing that.

R: So, one of the things that came out just now was – Foundation Phase teachers probably know the most about OBE compared to the rest of the school but the perception is there that the Foundation Phase teachers,
because they teach the lower grades are nothing. Does that make sense to you?

B4: JA, It's not like they are teaching the lower grades – The first reason is that it was first implemented in the Foundation Phase and it has been there for a long time, a longer time than in the Intermediate Phase because now in the Grade Six they have just implemented it and another reason for the Foundation Phase and the Intermediate or the Senior do not perform on a par level is that the Foundation Phase they've got three learning programmes – only three. Whereas they... they make sure that they link, integrate the learning areas but they've got three learning programmes. Whereas in the Intermediate and the Senior, they have to have all these, so you see I think that is where the problem lies. That is where you must understand, they've got programmes and they've got areas.

R: So, it's different.

B4: It's different. It's very different. We are integrating but in the three programmes.

R: But now, do you think the Foundation Phase has a role in trying to help the teachers who teach the Intermediate and Senior Phases?

B4: It doesn't often because of what you have said now. Because we teach the little ones, but when you go to a person and trying to help that person we find that person already has an attitude. Saying that no your load is easy, it's not like mine – you've got an easy task here and what have you. The minute you try to explain even if it's a similar thing like GDE 450's – we all have to fill in the 450's and they are the same, already they've got that in their minds, saying that no, you've got easier things to do so they are not the same even if you can explain we are doing the same things. You see that. We are trying to get to them but we are still on our way, we haven't reached there but we are really trying our best.
R: Now, in terms of resources at the school. What resources would you say you use the most in trying to implement OBE?

B4: Oh... Well, because this school is new so the budget for LSM — most of the budget for LSM we have to cater for Grades One to Twelve. Because it is new they don't have um... resources. We have to start from scratch. So we make sure that we accommodate every grade every bit that we can. We are looking to Grade Six because that is the grade where we are starting to implement it. But in the resources we use the Educator's Guides and the Learner's Book — the few that we have. As long as the educator has the guide and then the educators make their own teaching aids. We try a lot to provide charts and we try a lot to help when coming to making resources in the classroom out of junk. You know we can make something out of nothing. We try a lot from that. But we still are very short of science equipment. In the intermediate I think the EMS is also struggling a lot, because of the resources.

R: So if you could say, if you could have whatever you wanted tomorrow what would make the teaching of OBE in your school better and easier and more successful?

B4: Oh... In our classes, we've got the reading corners of which are not up to standard. Well they are not eh... well they are not in good condition in such a way that we don't have the relevant books for the learners to read. As I've explained, the matrics — they need to read — they don't have enough readers. For educators as well — the teacher's guides that we have, they are not enough. We find that the teacher's guides — you know with the teachers' guides, I think that the easiest way or the most convenient way of preparing a lesson is when we have different teachers with different books from the different publishers — then you can find ideas — not only from one publisher, then we have a programme. I think if we can have that, we will be able to compare and come up with new ideas. And another thing, if we can have um... you know we have got a T.V. room — it's one T.V. room — most of the time it is used by the senior classes, we don't have much access to that and there are programmes on the T.V. like Takalani where
learners will learn something - not necessarily every day but they will be able to catch up there although now we have radio lessons from outside that are taking place. We also need radios in other grades as well and tape recorders - we can have tapes - to improve their listening skills. They can listen to the tapes while at the same you are reaching your objectives and they are enjoying what they are listening and their concentration will improve. So we need... I think we need radios, we need TV's, we need cassettes, we need um... books - readers and teachers guides. Ja... to mention a few.

R: And in terms of support, what would you say if the Management Team of your school had to get together to think of some kind of programme to help the teachers in the school - what sort of topics do you think would be most beneficial to your teachers?

B4: When they have to help. I think when coming to the... in the lesson preparation and the assessment we do and then coming to the personal development, the individual development, I think time management will be best because sometimes you might find that you've got things to do for the day and you didn't do them properly because you didn't do them well - didn't manage your time well. I think time management. That will be very important.

(Field notes: The following conversation ensued in which the teacher gave the researcher some background information on School B. This serves to highlight certain problematic areas.)

R: How big is your school? You said from Grade One to Grade Twelve. How many children in the school?

B4: At the moment it is ± 1200 now.

R: 1200. And how many classes in each grade?
B4: We have - the Grade R is one the Grade One is three. The Grade Two's are four. We don't have accommodation for Grade Two so they are attending in the church. The Grade Three's are three, the Grade Four's are two. Grade Five, two, Grade Six, two Grade Seven, three and then the Grade Eight, three now and Grade Nine are four, the Grade Ten, one, Eleven one and Twelve one.

R: And what is the average size of the classes?

B4: Um...Because we are using the mobile containers - in the classroom we

R: And in the afternoons, do you provide any extra-murals for the children?

B4: Yes we do. Um...With the Foundation Phase, usually after two o'clock, we go out. Some learners will go to the gardens - we have gardens there - they work in the gardens every day and sometimes we, they go to the kitchen - the ladies they cook for the learners, then they have enough to eat. And with the Foundation Phase and Intermediate we go to the gardens and with the Senior Phase, they've got lessons - the learning and teaching goes on - they've got afternoon lessons and with the matrics they even have morning lessons as well. They've got afternoon and morning lessons. But before the afternoon lessons start, they've got their break.

R: And sport?

B4: We do have sport. Wednesday is the sports day. Different sporting codes. We've got Netball, Handball, Soccer, Baseball. We've got...Um... There's a teacher who is now in charge of Table Tennis and there's a teacher who is doing music. And there's one with Drum Majorettes. Um... Ja.

R: And it all takes place on a Wednesday? And does the whole school participate then?
B4: Ja. On different activities. Those ones who are not doing anything - they always have something to do. Like they go to the gardens and they make sure the gardens are watered and they check on the environment.

R: And then Monday, Tuesday, Thursday and Friday you’ve got time for meetings then.

B4: On Monday is the Staff Meeting. On Tuesdays the Phase meeting and on Wednesday we don’t have a meeting because we are involved in sports. Thursday is the Grade meeting and on Friday we don’t have a meeting. On Thursday morning we have a briefing, a staff briefing because our ... So on Thursday we inform the educators about the correspondence and the Management comes to inform them about the correspondence.

R: Well thank you very much. That was most informative. I really appreciate that.
ANNEXURE D
The Analysis of my Transcripts

CATEGORY: Training
SUB-CATEGORY: Training at Departmental Level (T1)

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<th>CODE</th>
<th>VERBATIM QUOTE FROM SEMI-STRUCTURED INTERVIEW TRANSCRIPTS</th>
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<tr>
<td>A1</td>
<td>I had no specific training- that's why I'm quite keen to go on this course. The only training I've really had has been here at school.</td>
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<tr>
<td>A2</td>
<td>A lot of them have been... not the best, a bit of a waste of time because a lot of it is wishy-washy and sometimes they don't seem to know what they are really trying to get out of us which is difficult with being a teacher because you've got such a limited time.</td>
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<tr>
<td>A3</td>
<td>We were supposed to go once last year during the school holidays, but, unfortunately, we went and the JCE was so poorly organised that they didn't even have a record of our names on the register and given that we were absent from their register we weren't admitted. We weren't given admittance to the lecture theatre. There were scores of us, hundreds of us and we just happened to be told to go home.</td>
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<td>A4</td>
<td>It was weak. In fact I would say the training was abhorrent, minimal and therefore we found it very demoralising. We went to HA Jack every afternoon. I was also sent into Alex. Two women came from the GDE to work on NS with us. It was very inadequate. They had no prep. Their material was disorganised, haphazard. Their message wasn't clear. They weren't au fait with their subject, they contradicted themselves. They bullied us- don't ask questions. We learnt nothing.</td>
</tr>
<tr>
<td>A6</td>
<td>I didn't go on any training with anybody- I think I'd left when they started all the training.</td>
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<tr>
<td>A6</td>
<td>But the actual theory, we've had a lot of input and overviews on the theory and a sort of launching into OBE.</td>
</tr>
<tr>
<td>B1</td>
<td>Even the training, we still need training. We still need to be clear about OBE.</td>
</tr>
<tr>
<td>B1</td>
<td>I don't think it is enough to train in one week. We are not well equipped, we are not adequate - we didn't get enough training – I can say that.</td>
</tr>
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... I understood OBE much better than they, because I was trained for two years at Wits... somebody will come and, you know, observe you teaching and they were also confused. But even now, some of them are still confused.

The difference between the NGO's training and the Department's training is that with the Department they will invite many schools and train many schools then the training will be a sort of meeting.

When we went for the workshop, I think even the facilitators didn't understand OBE themselves, because we always left the meeting or workshop confused, more confused than when we went in.
**CATEGORY: Training**

**SUB-CATEGORY: NGO Training (T2)**

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<td>A1</td>
<td>We had a visiting Australian professor come over and give us a talk – I don't remember his name and I was on his wave-length from the second sentence, virtually. That gave me the feeling of that there is something in this that is going to empower us...</td>
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<tr>
<td>B2</td>
<td>They sometimes organise uh... training for us. We sometimes get people from outside to come and help us in the areas where we need development. Like, for example, last year we had – there’s a lady called Dianne – she volunteered to come and help us and she was also here yesterday helping us with assessment and arrangement of files and so on – the part we feel we need development on.</td>
</tr>
<tr>
<td>B3</td>
<td>When they started talking about OBE I wanted to equip myself... you know, then I did FDE at Wits. So it was difficult, but it was much better to me because, you know, I was trained...</td>
</tr>
<tr>
<td>B3</td>
<td>[The teachers] were experiencing some problems but we ended up, you know, designing our own form though we were helped by Smile Education.</td>
</tr>
<tr>
<td>B3</td>
<td>I must confess, you know, someone who was here - we are going to have the whole school evaluation and I said to Dianne she’s the NGO so she normally trains us in OBE.</td>
</tr>
<tr>
<td>B3</td>
<td>She has been doing this on the farm schools and somewhere. I don’t know ~ but she normally trains people in OBE. So she always help us. Because even during the holidays we attend workshops so for the past two weeks she was training us on how to plan especially for the micro, meso and macro.</td>
</tr>
<tr>
<td>B3</td>
<td>I feel that if ever there is an outsider training our teachers, they become more confused...The more they attend the workshops, the more they become more confused. Because seemingly these people are contradicting each other – I don’t know – because when you attend this workshop when it comes to implementation you expect somebody to improve after attending a workshop but, you know, it’s worse and we have attended a lot.</td>
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But with the NGO they will come and visit a school and train the teachers there at school and sometimes they will even do it practically in the classroom. With the Department they will call the workshop and we will go to the hall and then they will just read their transparencies and that's it.
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<td>A1</td>
<td>... in terms of relating to how the rest of the staff is reacting, there is a lot of trepidation. I also think there is a fair amount of antagonism...</td>
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<td>A2</td>
<td>Well, I think in the beginning, it was very vague. The guidelines were very broad and everybody was sort of just doing what they thought was best which is not ideal because you need a bit more guidance to be able to make sure that everybody is covering what needs to be covered.</td>
</tr>
<tr>
<td>A3</td>
<td>Initially it was to me, what it seems to be to many people when they are first introduced us to it, that is, just a huge load of work and um, insurmountable and totally intimidating and why did we have to do it etc. etc. All those negatives that you can load that situation with and I am sure that many people have expressed. But as we've gone, the last, not even a year I've come to see more pieces of the puzzle — uh initially, those pieces were so few and far apart that I could see no relationship between them. Now that I can see the relationship, I can anticipate what the benefits of OBE actually are, what they are going to mean, once we, in this school, have gotten over the hurdle of drawing those things together which we are trying to do now and it is all very new to us. Um... once we've done that, it's going to be a great deal more simple for us.</td>
</tr>
<tr>
<td>A4</td>
<td>I admit that I had very negative feelings 'cos why change things that were working. But it's a wonderful system now that I've worked with it. The kids are excited but we've worked hard. It's still very cumbersome but good things have come out of it.</td>
</tr>
<tr>
<td>A5</td>
<td>I agree with the principles of OBE but I don't think that it's been implemented in such a way to make it easy for the teachers.</td>
</tr>
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A5 | We just took what we felt was positive out of the training and used it, so, ja, we have got good things out of the training that we've had... I think it's running, it's running fine, but as I say, we are only using the parts that we feel are positive at the moment. There are times when I think we are not doing it properly. Perhaps an OBE guru might think differently, but I think it runs well. Ja, it's good- it's working.

A6 | Initially, nobody wanted to take the new curriculum on board about a year ago. Everybody said no, we'll just leave it and now there's been a massive swing. We've all launched into OBE and I think everybody is trying to feel their way around a bit so once they are comfortable with everything, I am sure... I'm talking of the people who control my subject, our prep, they will definitely help - help out.

B1 | [F]or the learners themselves, I think OBE is very good. They know things and then to we, as the teachers, I think the work is no longer... There is no overload. I just give the learners work to do - I am just there as the facilitator.

B4 | Well, now, I am starting to enjoy it even more. I think of um... because of, I am a little bit clear now. Not that I... I am still confused with the SO's. You know, I can't even remember all of them.
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<td>A1</td>
<td>It all comes down to money available. Um... if we had all the money...um.... that we wanted, I think there is so much more we could do...But... it's not ... A good teacher, one who is able to run with this curriculum is going to be able to run with it, whatever the resources. They will make it work. It'll happen, and that is why I don't think you can hide behind lack of resources for not achieving a thing. I do think that they are the cherry on top and I do think it can make a display case of a school...But a good teacher is going to be good regardless...even if they are under the trees.</td>
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<tr>
<td>A5</td>
<td>(In discussing her experience in an Australian school), They had much fewer children in the class, teachers' aides</td>
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<tr>
<td>A6</td>
<td>In response to the question 'What would you like to see more of that would assist you?'' Outings - educational outings, if they weren't so expensive. Because I think that there are so many wonderful lifeskills and things, especially with technology because our technology is to see the Simba Chip Factory and Coca Cola Factory and things that are real for the children... We are not allowed to ask the parents for any more money to go on outings.</td>
</tr>
<tr>
<td>B1</td>
<td>We don't have the infrastructure as you can see. Sometimes we don't have a machine - we don't have electricity in our class so you can't make something that uses electricity, so I think maybe the worksheets and the model that we can create on our own it can be better. The most thing that myself I use in the class, I use the worksheets. But even though I can say I can design my own worksheets when I go to the office to photo the machine is broken and they say we must go to the Department and it takes time to go and photo.</td>
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| B2   | We are using different books in order to acquire information – as much information as we can. But the problem is that sometimes um... we encounter a problem uh..... OBE needs a photo-copier - it needs a photo-copier and if you don't have one it becomes a problem because the
learners need to learn what they are seeing.

<p>| B3 | Last year we were given 87,000 so the problem is we are from Grade R to 12 and unlike these other schools we are not topping up we are buying new materials and where they allocate, you know, the funds they were concentrating on Grade 6 because they said we've got to spend a lot of money for Grade 6 because they are the ones who will be implementing OBE. So we are having that problem now. We don't have enough because we've got to keep on buying for the other grades... |
| B4 | We try a lot to provide charts and we try a lot to help when coming to making resources in the classroom out of junk. You know we can make something out of nothing. We try a lot from that. But we still are very short of science equipment. In our classes, we've got the reading corners of which are not up to standard. Well they are not eh...eh...well they are not in good condition in such a way that we don't have the relevant books for the learners to read. |</p>
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<td>A2</td>
<td>When you start getting to the specifics of the outcomes and that sort of thing – I think it is a bit vague. It's not helping us enough. I've learnt more from people at school through experience and hands-on work in the classroom about OBE than I have from the courses that I've been to.</td>
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<tr>
<td>A3</td>
<td>...at the end of the child's school career, am I serving that child for the future or am I just sticking to what I happen to like to do? Am I leaving gaps which the next teacher might not pick up?</td>
</tr>
<tr>
<td>A3</td>
<td>I haven't got a curriculum like in the old days when you had to teach subject and predicate and this and that and the next thing. All right, our assessment standards do actually give us a fair amount of indication, but it still seems to be a little grey for me. Given too, that you are asked to teach every child at his level, to differentiate – you know, you are being asked to be so many things to so many different uh... uh... young individuals</td>
</tr>
<tr>
<td>A4</td>
<td>The present one is far too airy-fairy. There are no specifics. We need far more guidelines.</td>
</tr>
<tr>
<td>B1</td>
<td>You know, as I told you, I am nine months old in this teaching. I am still battling how to find a way how to sort out this SOs, ACs, something like that.</td>
</tr>
<tr>
<td>B3</td>
<td>It was not easy for us to understand the terms especially whereby they would ask the teacher to write the range statements, the performance indicators and on the other hand the assessment as a whole and the specific outcomes they were confusing to the teachers...</td>
</tr>
<tr>
<td>B3</td>
<td>So it is still challenging because when assessing you've got to cover the SKVAs so whatever for each lesson, there must be skills that the learners are going to develop, knowledge, attitudes and, in most cases, we end up concentrating on the content which is the knowledge, so we are still struggling especially in assessment. Because you know, with the content, as long as you can go through the book and understand what we'll be teaching the learners, it's easy, but now whereby you've got to assess and integrate- and the other, the other thing actually that we are having...</td>
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I don’t know where they were trained about preparing a lesson because, when planning a lesson, it is not as though we are saying it is their fault, but it is just that the terms have changed. We used to write the aims, you know the specific aims. You know we used to do all those things but it seems as if because they are using new concepts, resources, they have forgotten that we used to say teaching aids, so it is still a problem.

There were new terminologies... and we couldn’t understand them. There were lots of big documents that they handed out so that we could read but we didn’t understand them. So when we started implementing in 1998, it was just chaos- we didn’t know what we were doing.

Making sure that the PI also goes together with your activities and then the SO’s and the AC’s. You know there is a problem with the lesson planning and the assessment.
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<td>A4</td>
<td>The whole thing happened in a hurry which led to flaws and gaps and a resultant ebb in staff morale. The constant change has left our staff reeling. I would say that staff morale is at its lowest ebb.</td>
</tr>
<tr>
<td>A5</td>
<td>I've become more and more negative about it actually as the time's gone by because it keeps on changing, you know, and lots of the teachers don't know what's going on and it's hard for everyone. The workload is becoming more... It all just seems too much.</td>
</tr>
<tr>
<td>A5</td>
<td>...the lecturers were actually quite negative, because it was all very new for them. On the one hand, they would tell you you're going to do whatever, and they would come and tell us, and two days later they would say, &quot;Actually, no, no, they're not doing that anymore, we're actually going to do it like this.&quot;</td>
</tr>
<tr>
<td>A5</td>
<td>T keeps on changing, you know, and lots of teachers don't know what's going on and it's hard for everyone. The workload is becoming much more. It all just seems so much. I think we've already had three different drafts that we've been working from and you think you're getting going nicely and then the next year, they say, &quot;No, no, we're changing it- our prep's going to be different and this is going to be different,&quot; and it feels like you're starting from scratch every year.</td>
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<td>A6</td>
<td>Um... When I first started OBE, I did find it a bit daunting thinking, Phew, I've worked hard here for two years already and changed so much of the Science prep and now I've got to change it again.</td>
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<tr>
<td>B1</td>
<td>You know you can't grab the whole thing in one week. Actually they said there is a training workshop in OBE. Okay. We go there for one week and from that you have to implement that thing. I think it is not fair to train for one week. You know as a teacher, to do that I must be well equipped so I think one week, I don't think we are well-equipped in OBE. Okay, the person who say this today and tomorrow somebody ask something about what was yesterday, the person who told us yesterday, we find that there is still confusion. They say you can't do like this, you can't do this... So I don't</td>
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<td>B3</td>
<td>I don’t know where they were trained about preparing a lesson. Because when planning a lesson, it is not as though we are saying it is their fault, but it is just that the terms have changed, we used to write the aims, you know the specific aims – you know we used to do all those things, but it seems as if because they are using new concepts, resources, they’ve forgotten that we used to say teaching aids.</td>
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## CATEGORY: Problems Experienced
### SUB-CATEGORY: Problems with the Actual Implementation (P4)

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<td>A1</td>
<td>I am still afraid of the administrative side of it — I am still learning that... I have to work away integrating the lesson and letting it flow, at the same time assessing what's going on and I think it will take me a fair amount of time to get that really working. It's working, but it tends to be an interruption at the moment.</td>
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<td>A2</td>
<td>The work-load involved is just huge. I think it has been since the beginning because it's a new system. Any new system is going to take time to adjust, but I think the paper-work involved is a lot. Um... I think it's a great system. I think to teach them lifeskills and to prepare them for the future is ultimately what our goal is as teachers, but there must be short-cuts to get there.</td>
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<td>A2</td>
<td>Time, Time! Sometimes the paper-work is just unbelievable. That really is the main problem with it, I feel. We just don't have the time to do all the paper-work that's expected. I mean, if you look at our prep as we are doing it now, it is still in the working phase, trying to get things right. We seem to be repeating ourselves again and again and again. It happens with assessments as well. You know, every time the Department sends us another form it is a repeat of something we are already doing.</td>
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<td>A2</td>
<td>We've got the extra-mural load which always takes up a lot of our time which is an on-going question. I think it's obviously something that's expected of you, but the hours are a problem, because you don't get that much time to prep and to look into your themes and that sort of thing.</td>
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<tr>
<td>A3</td>
<td>...while I would like to be the best teacher I possibly could, and I believe that I am trying all the time, I think that ... am I not missing the boat for some children? You know, I just can't be 30 things at one moment in time and that can change from one period and lesson to the next, and that sort of thing bothers me a little bit.</td>
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<tr>
<td>A4</td>
<td>The staff haven't bought into it totally yet and we are paying, in retrospect, for the poor training. The Department seem to be so busy checking up and demanding from us, and yet when questioned, have no support to give...</td>
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or any answers. It's infuriating. We are not paper-pushers or secretaries—yet sometimes it seems that's what they (GDE) want.

A5 'Cos with OBE you're supposed to be making individual... you know... programmes for each child and starting them from where they're at and if I'm thinking about cricket matches and netball courts and everything else you have to do, it's actually hard to focus on our main job which is to teach. So time, we just don't have the time to do what I would like to do in the classroom.

A6 I find the theory or the idea very exciting and very rewarding but I still would like to see somebody doing it perfectly and I would like to watch somebody assessing groups while they're working and how they actually get about doing that without sorting out the child who can't cut out the worksheet and the one who needs you to re-explain the work to them. So basically to keep an eye on all the children as well as assessing them and sorting out all the problems.

A6 I think we all need to meet as a... or the grade heads of each grade need to meet just as a check that nobody is actually duplicating stuff, because I really get the feeling that there is a lot of duplicating of things.

A6 I think everyone has taken on this new OBE but nobody has lessened their load. So we are all working ourselves to death plus we've got extra work, if that makes sense and no-one has allowed for that. That we've got new things but we are still expected to do the same as last year. It would be nice if you could spend that time in your classroom changing displays and looking for new resources, looking for new prep. But I just take soccer for example next term— the matches go on until half past five, your practices until quarter to four. It is another sort of time restraint— extra murals.

B1 OBE is good for the learners but to we as teachers got a lot of job, especially the paperwork. You have to fill in this and we have fill in this, and sometimes maybe they say you have to fill 450A's for the learner's learning support. Okay, you can do this and this, but after that we find the learner, he doesn't achieve nothing from there.

B1 Sometimes we find that the learners get frustrated about this thing. They see the worksheet for the first time sometimes. They don't know how to read the instruction so when I try to explain the instruction in English — I
am in Grade 3 - they don't understand. So you find in the class, there are 5 to 6 languages, so I have to explain in Sotho, Zulu, Pedi, Venda, Shangaan, you know. So in Foundation Phase we are still battling a lot.

B1 To discipline the learners it takes time especially the learners are very wild in the class. Especially when you went to do group work some are selfish you know, they don't like to ... they say someone is copying from me, someone is doing this. They have got that thing of selfishness – they want to do it on their own. So we still need a development, even classroom management, I mean classroom organisation, we are still struggling with that.

B2 The problem in our schools - we have over-crowded classes so it becomes difficult for us to implement it. To go from learner to learner - we have to know each learner socially, economically and academically - you have to know that. So it becomes difficult to actually give them all the attention they need because there are different kinds of learners. There are those who catch up easily and there are those who are slow. So the slow ones need time and attention so that they can catch up with the others.

B2 [T]he main problem that we face is there is too much paperwork so you feel if you can find a personal secretary to do that for you.

B2 How to go about dealing with the paperwork... How to go about managing the lots of paper that we have to do from time to time. Because we fill in the same information that they require, continuously. So I don't know how one can do that.

B3 [T]he other thing which I don't like about OBE – I enjoy teaching OBE. You know, the learners end up being bored. I get into class, I'm talking about "Then and Now", the Technology teacher has spoken about computers. I come in as a Science teacher and also say the same thing, the Human and Social Science says the same thing, then I ended up saying to our groups at least let us choose the topics which we are going to treat because even in the books that integration – in the technology books they have what I'm going to do in Science. The same applies to the Social Science teacher. The same information. So, you know, learners end up being bored.

B3 We spend most of our time writing, recording, than teaching in class.
<p>| B3 | I realise there's a problem about classroom management. Then sometimes you can just, when passing, you will think there's no teacher whilst the teacher's there, the learners are rowdy, you won't understand what's happening... |
| B4 | But with the paperwork – the OBE paperwork is just too much. Because most of it is duplicate - you feel - they send you to another form, to another form. I think that the OBE for me, it is a problem in coming to filling in many documents - assessment forms, what have you, referrals, what have you. Those are really a problem. |</p>
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<td>A1</td>
<td>I think your first priority is to re-assure them and say we can do it! We can really do it! Not only can we do it, we can do it in a way that's going to make the school positively shine. We can do it because we've just got so many gifted, talented people here um... and that we don't need to feel afraid of the future and that we don't need to feel afraid of our mistakes, because we're going to make them but we are mature enough and we are gifted enough to know that we are going to use those mistakes as building blocks not stumbling stones.</td>
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<td>A1</td>
<td>(In response to the effect of a negative attitude from the SMT on curriculum implementation), I think it would annihilate it. In fact it would be...I think there may be one or two ...I don't know what the statistics would be, but you may get a few staff members who would recognise the potential, but would be unable to run with it, because the Management Team is the foundation of the school, they are the ones that would lead into the future. I don't think that it could work at all. Um... No, not remotely.</td>
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<tr>
<td>A1</td>
<td>I think the Management team here very much sees that their role as being the keystone or focusing agents or catalysts.</td>
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<td>A2</td>
<td>[I]f you are positive about something it is going to rub off on everyone else. Um.... You have to be. You have to push the system. You have to... If that's what's expected of you and you are a leader in that situation you have to make it work and the only way that we can with this OBE is to be positive about it and motivate them to do what's expected and cover the outcomes and to do the paperwork and to do what is expected.</td>
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<td>A4</td>
<td>Sometimes I have to bluff my way to show the staff I know what I am doing. I have to always be prepared, as I have to offer assistance to my staff... You need to be very pro-active and think of creative, innovative ways to get the teachers to buy into OBE...We've been let down as managers. Internally, we as school managers have to help each other as we have been left to fend for ourselves.</td>
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The whole cascade model has hardly been convincing. It's just been change for change sake, not for the sake of education.

I think that what the Management Team can do is filter out the stuff that they know we're not actually going to do, because I think that they already know. So instead of just making us do everything that's coming in, they could filter it and structure it and make it, you know, how they would like it to run in the school, and then we just go with that instead of every year trying new stuff, changing...

[The SMT needs] to check that you are on the right track and that what you are doing is the right thing... Checking our prep sheets and checking our worksheets and see that we are on the right track. Have meetings with them just to see what they are doing and then observing some of their lessons just to see how they do it.

I think if the Department could send people to come to our school and train us. Because we find that even our Management Team, they are not sure of other things. So may be if the Department can send other people who are more knowledgeable in this thing of OBE, it would be better. They must not come for three days or one week and then they go. If they say then can come in March, in July and then October again. Maybe three times in a year - I think maybe it would be better.

[The SMT] check from time to time and they report on their findings on our work and they develop us. They help us.

I was the Head of Department and I had to know what was happening, and I was the one that must also help the other teachers to implement OBE.

I have been, you know, telling the Principal that we've got to do our own development because there are people, you know, who are good, especially in the Foundation Phase group... You know, we've got this concept, the Foundation Phase you know we think they are just of the age of the little ones. Because I'm now in the Senior Phase, though I know they have more knowledge than us, we seem to undermine their intelligence because they are Foundation Phase people you know. So we never ask them. And I sometimes feel that you've got to ask the Foundation Phase people to train us but we see from the expression from the teachers - what! Foundation Phase training us - the Senior Phase Educators?
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<td>A1</td>
<td>W require outside intervention because outside people seem to be more au fait with the process.</td>
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<td>A4</td>
<td>It was weak. We went to HA Jack every afternoon. I was also sent into Alex. Two women came from the GDE to work on NS with us. It was very inadequate. They had no prep. Their material was disorganised, haphazard. Their message wasn't clear. They weren't au fait with their subject, they contradicted themselves. They bullied us- don't ask questions. We learnt nothing.</td>
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<td>A5</td>
<td>But I think it's running, it's running fine, but as I say, we are only using the parts that we feel are positive at the moment.</td>
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<td>A6</td>
<td>I didn't go on any training with anybody- I think I'd left when they started all the training.</td>
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<td>A6</td>
<td>But the actual theory, we've had a lot of input and overviews on the theory and a sort of launching into OBE.</td>
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<td>B3</td>
<td>... I understood OBE much better than they, because I was trained for two years at Wits...somebody will come and you know, observe you teaching and they were also confused. But even now, some of them are still confused.</td>
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<tr>
<td>B3</td>
<td>I feel that if ever there is an outsider training our teachers, they become more confused. I have been, you know, telling the Principal that we've got to do our own development because there are people, you know, who are good, especially in the Foundation Phase group. It's easier if they hear it from their colleagues because we have been at – I don't know many workshops that we have attended. The more they attend the workshops, the more they become more confused. Because seemingly these people are contradicting each other – I don't know – because when you attend this workshop when it comes to implementation you expect somebody to improve after attending a workshop but, you know, it's worse and we have attended a lot.</td>
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<td>B4</td>
<td>The difference between the NGO's training and the Department's training is that with the Department they will invite many schools and train many schools then the training will be a sort of meeting.</td>
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<td>B4</td>
<td>When we went for the workshop, I think even the facilitators didn't understand OBE themselves, because we always left the meeting or workshop confused, more confused than when we went in.</td>
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<tr>
<td>A1</td>
<td>It's valuable to know colleagues are in that position to say, &quot;Look, this is what I am trying, this is what I am learning, this is what I know I'm achieving&quot; and I think we've had - you know what! - I'm always impressed by the staff here. I often go away thinking, there are so many such gifted people here who are prepared to get up and talk and share about what they are learning. I think that's been very valuable.</td>
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<td>A2</td>
<td>Um.... the few meetings that we have had have been very constructive because of teachers getting together and giving their input and their experiences of what works and what doesn't. So in terms of that it's great to share and find out easier ways to get around the hurdles.</td>
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<tr>
<td>A2</td>
<td>I know that from new people who come into the school who have had experience in other schools - you can learn so much from them so, we need to educate people as to what it is and what the positive aspects are because I think the perception of OBE is very negative.</td>
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<td>A2</td>
<td>We need to know more about what's going on, Um... You know.... it's fine to tell people, but you've actually got to show them as well. You need to be sat down in smaller groups or however you would like to do it and actually look at it practically - hands on and talk about how it's going to work - that's important. Um... you need leadership. You need guidance to show you the right way to do things.</td>
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<td>A3</td>
<td>I personally am enjoying what we are doing at the moment where we as a group... uh are, what is the word? um... collaborating and working together, on particularly the subject that I have in common with one other teacher or two other teachers and then in a slightly broader sense, uh... the grade integrating the various subjects so that that too, becomes part of the whole. That is my personal preference - that I enjoy.</td>
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<tr>
<td>A5</td>
<td>Um... the few meetings that we have had have been very constructive because of teachers getting together and giving their input and their experiences of what works and what doesn't. So in terms of that, it's great to share and find out easier ways to get around the hurdles.</td>
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